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STORAGE

Halifax

# CENTRAL BUSINESS DISTRICT


## PHASE II - Re-development Planning and Implementation

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The City of Halifax

CANADIAN URBAN ECONOMICS LIMITED





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**City of Halifax**

**CENTRAL BUSINESS DISTRICT**

**PHASE II - Re-development Planning and Implementation**

prepared for: **The City of Halifax**

CANADIAN URBAN ECONOMICS LIMITED



*This volume was donated to  
the University of Toronto by  
Derek J. W. Little  
President, Municipal Planning  
Consultants Co. Ltd.*

# CANADIAN URBAN ECONOMICS LIMITED

A DIVISION OF LARRY SMITH & COMPANY

SUITE 1804, 8 KING STREET EAST, TORONTO 1, ONTARIO • PHONE 362-5055

January 12, 1966

His Worship, The Mayor of Halifax  
City Hall  
Halifax, Nova Scotia

Sir:

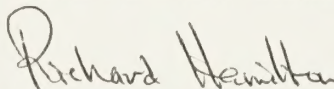
In accordance with the provisions of the contract entered into by the City of Halifax and the undersigned company, we respectfully submit herewith twenty copies of our report entitled City of Halifax Central Business District, Phase II - Re-development Planning and Implementation.

After the enclosed report has been reviewed, we would anticipate meeting with you in Halifax at your convenience, in order to answer any questions which may arise. In this connection, we would appreciate it if we could be advised in advance of the meeting of the questions for which answers may be required.

We would like to take this opportunity to express our thanks to yourself and your staff for the valuable assistance which has been provided us from time to time since we commenced our studies in the early part of last year. It has been a pleasure for us to work in and for the City of Halifax and we look forward to returning in future years should the opportunity present itself.

Yours very truly

CANADIAN URBAN ECONOMICS LIMITED



Richard Hamilton

/k

C5-122.1

Enclosures



0  
CITY OF HALIFAX  
CENTRAL BUSINESS DISTRICT  
PHASE II  
REDEVELOPMENT PLANNING  
AND IMPLEMENTATION

Prepared for  
The City of Halifax

January 12, 1966

Canadian Urban Economics Limited  
(A Division of Larry Smith & Company)  
Room 1804, 8 King Street East  
Toronto, Ontario





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## INTRODUCTION

The report which is contained in the following pages represents our findings and recommendations under Phase II of our Agreement with the City of Halifax. It will be recalled that our Phase I report (City of Halifax, Central Business District - Economic Analysis for Redevelopment Planning), which was presented to the City of Halifax in July, 1965, examined the prospects for economic growth in the Halifax metropolitan area as a basis for selection of a reasonably realistic metropolitan area population growth rate. The rate of population growth selected suggested that the population of the metropolitan area should rise to approximately 326,000 persons by 1986 (an increase of approximately 142,000 persons during the period 1961-1986).

Inevitably, significant changes in population levels result in changes in the quantities of space required for the various land uses developed to meet housing, shopping, and other needs. Having regard to the population increases projected for the Halifax metropolitan area, additional metropolitan area space requirements were projected in the Phase I report for specific land uses; and, on the basis of identifiable trends both in Halifax and elsewhere, the additional space requirements were then distributed between the Halifax central business district as defined in the Draft Master Plan of June, 1964, (hereinafter referred to as the "CBD"), and the balance of the metropolitan area. For convenience purposes, a summary of cumulative additional land-use demand in major land-use categories for the CBD and the balance of the metropolitan area has been reproduced in Appendix A of this report.

It will be recalled that, while substantial increases were projected for CBD office space, the projected increases in CBD retail space were comparatively modest. This more modest approach to the potential for additional retail space within the CBD was based upon two assumptions:

1. That, having regard to established retail patterns, it was unrealistic to anticipate attracting a freestanding department store to locate in the Halifax CBD.
2. That, while a department store might be attracted as an occupier of space in a relatively massive multiuse development of the type which was planned by the developers of the proposed Cornwallis Centre for the Central Redevelopment Area (which development is incorporated in the City of Halifax CBD Draft Master Plan of June, 1964), such a development would tend to overwhelm the other facilities within the Halifax CBD and would not necessarily be in the best interests of the CBD as a whole.





Without identifying an alternative form of development of more reasonable size which might attract a department store to locate within the CBD, it was, in our opinion, unrealistic to assume a major retail role for CBD retail facilities in future years.

Our Agreement with the City of Halifax envisaged that the Draft Master Plan of June, 1964, would be revised as necessary upon receipt by the City of our Phase I report in order to reflect the probable limitations to development potential identified by our Phase I economic analysis. The joint committee which reviewed our Phase I economic analysis recommended that the Draft Master Plan be maintained in its original form since the committee believed that although serious criticisms of locational aspects of the Draft Master Plan had been contained in our Phase I report, the fact that the total CBD floor area projections (in gross) were substantially in accord, resulted in reasonable compatibility between our report and the Draft Master Plan. As a result of this recommendation, we were instructed by the City of Halifax to proceed with Phase II of our study, based upon the Draft Master Plan in its original form.

Under the circumstances, the Phase II report which follows, after examining the setting of the Halifax CBD and reviewing existing land uses and property values within the CBD, provides a critique of the Draft Master Plan of June, 1964, which includes in its original form, detailed provision for the Cornwallis Centre development on the Central Redevelopment Area lands. Following this critique, the overall cost of implementing the provisions of the Draft Master Plan will be examined and a brief analysis will be made of the type of action which might be taken by various groups to assist in implementation of the Plan.

These sections of the Phase II report (overall cost of redevelopment and action by groups to assist in implementation of the redevelopment plan) were originally proposed on the assumption that a revised Draft Master Plan reasonably in accord with projected economic potential would have been available and that, although minor revisions might have been recommended in our Phase II critique, areas of agreement would have been reached with respect to projected space requirements and the general location of major plan elements. Our position with respect to the Cornwallis Centre development has been clearly stated on page 6 and 54 of our Phase I report; nevertheless, the Draft Master Plan continues to be based upon this concept. These sections of the following report are therefore, of necessity, based upon a redevelopment program built around a concept which we do not believe to be necessarily in the best interests of the Halifax CBD or the City of Halifax as a whole. The depth of analysis which has taken





place with respect to these aspects of the original Draft Master Plan and the decisions which have already been taken with respect to methods of implementation, have limited the extent of meaningful commentary which we can provide at the present time. Under the circumstances, we have generally directed our attention towards the broader questions raised under the heading of plan implementation.

In the final section of the report an alternative development concept is discussed which we believe would avoid the substantial dangers inherent in the Cornwallis Centre concept while providing an adequate catalyst for overall CBD revitalization. We would, of course, have preferred to discuss alternative development concepts prior to being directed by the City of Halifax to commence our Phase II report, and certainly prior to the publication of the recent call for development proposals for the Central Redevelopment Area, if only because the extent of commitment to the Draft Master Plan, in its present form, may obviate objective consideration of any alternative development concepts.

While considerable time and effort has been expended by City of Halifax staff and others to produce the Draft Master Plan, and the various major plan elements which it contains, it is important to remember that the form of development which takes place on the Central Redevelopment Area will exert a major influence on future development in the balance of the CBD. Having regard to the total investment which the CBD represents and the complex problems inherent in enhancing this investment on the basis of a long-term development plan, the City of Halifax should not be impatient to accept any development proposal until all reasonable alternatives have been carefully examined with respect to the Central Redevelopment Area.

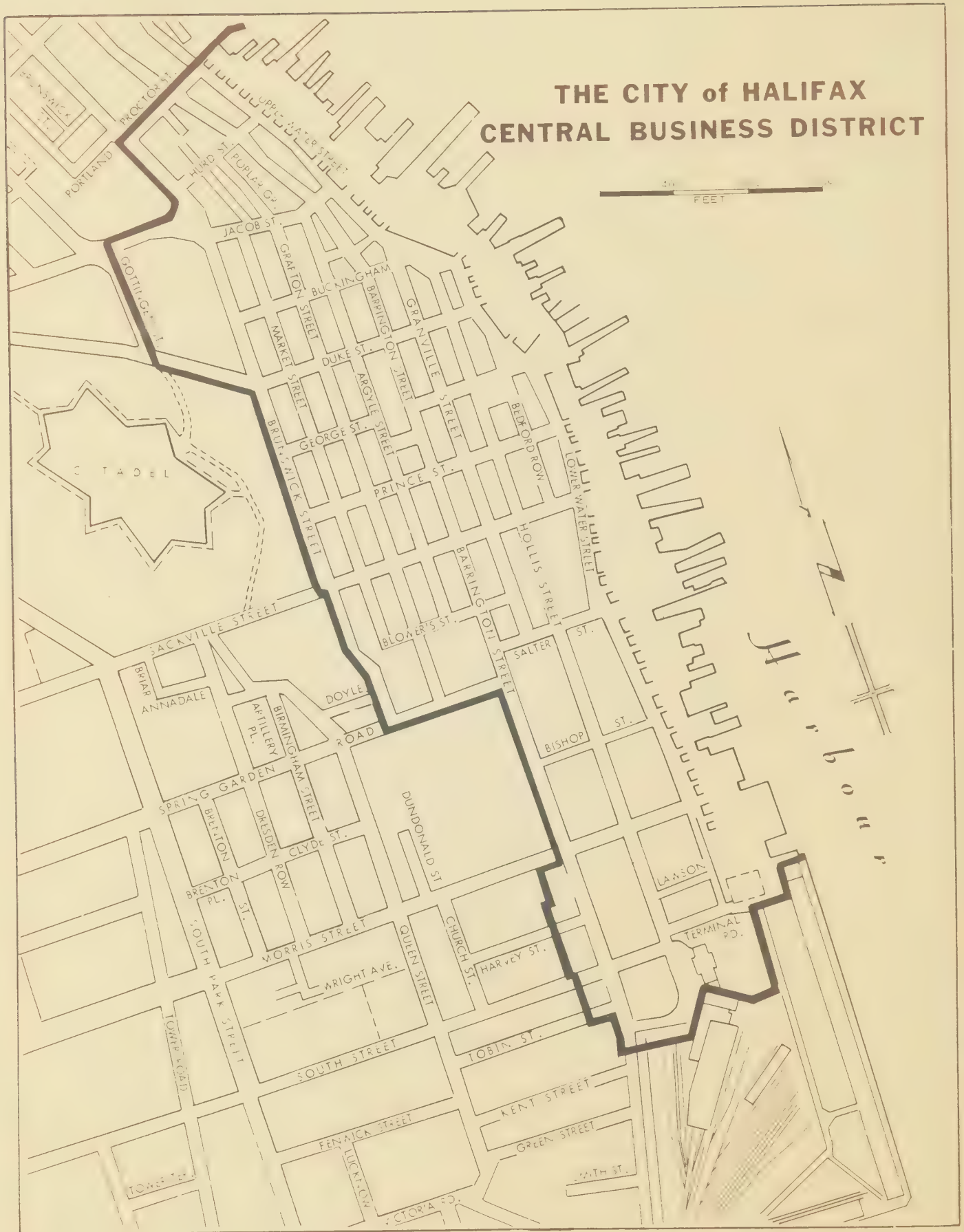






# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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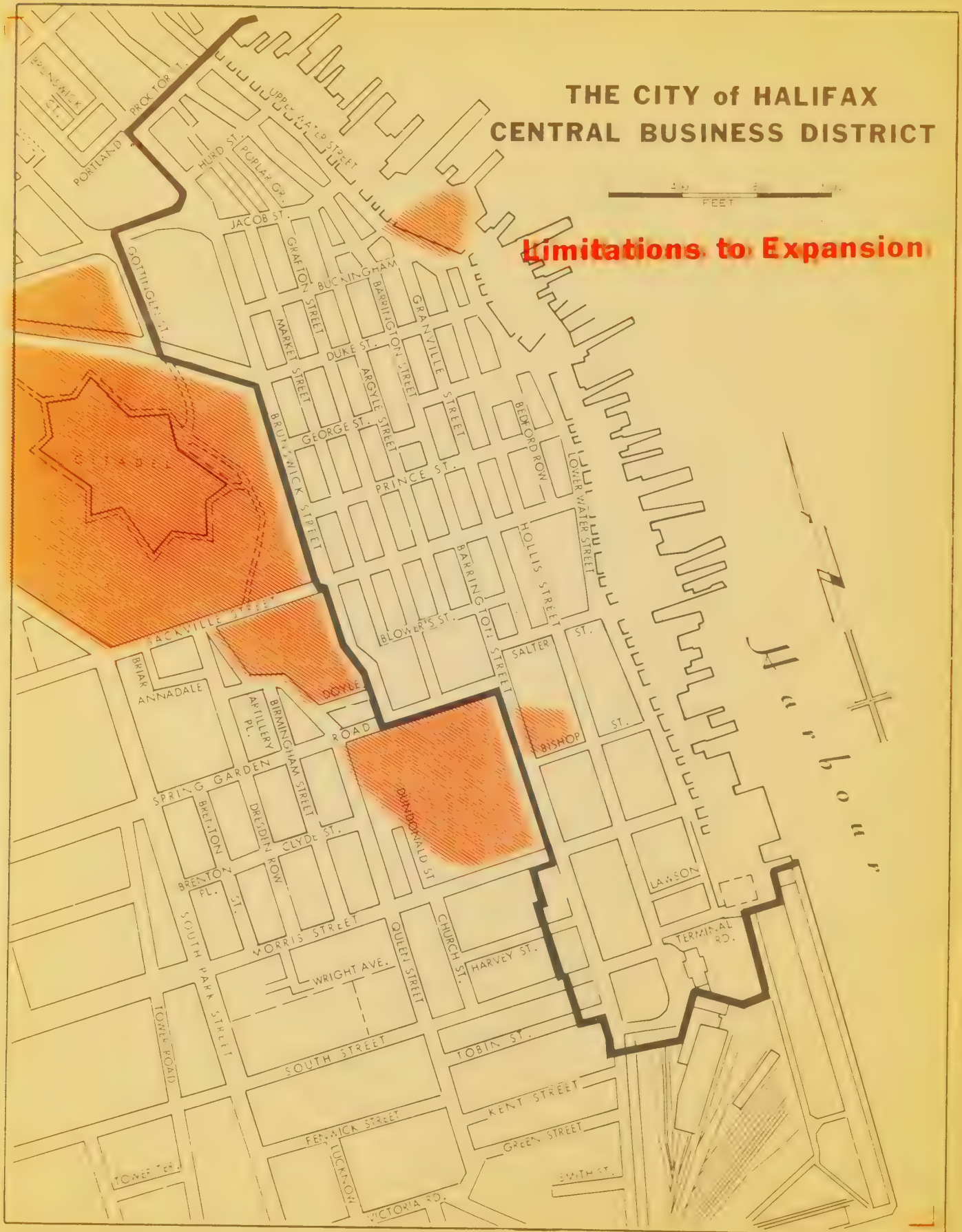
## Limitations to Expansion



# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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**Limitations to Expansion**





### The Setting

The Halifax CBD is situated at the southeastern edge of the Halifax City Peninsula. It is bounded along its eastern length by the harbour and waterfront and generally limited in a western direction by the Citadel. The map on the opposite page indicates both the boundary of the Halifax CBD (as defined by the City of Halifax Planning Department in the Draft Master Plan of June, 1964) and the physical features within the area which tend to create a natural boundary beyond which the core of the CBD is unlikely to develop in the foreseeable future.

To the south of the CBD core, St. Paul's cemetery and the Nova Scotia Technical College, the St. Matthew's Church property, and the residence of the Lieutenant Governor of the Province of Nova Scotia form a substantial barrier to expansion of the commercial core of the CBD southwards. To the north, the Canadian Navy Central Victualling Depot on the waterfront, the generally westerly inclination of the harbour and waterfront, and the Canadian National Railways' facilities combine to create a change in axis; and the emphasis tends to shift north and westward to Gottingen Street.

Topography has played a large part in the development of the core of the CBD in its present form. While the land slopes moderately from south to north on the Barrington Street axis, the east-west gradient is comparatively severe. On the George Street axis for example, the land drops 153 feet from a high point of 258 feet at the town clock to 105 feet at the ferry terminal. The east-west gradient, combined with the limiting effect of the Citadel, has tended to emphasize the north-south axis, and it is streets like Brunswick, Barrington, Granville, and Hollis which are of primary importance while Buckingham, Duke, Prince, and Blower's Street have not been particularly significant from a development standpoint. Pedestrian movement is strongly oriented towards a north-south flow, along Barrington Street in particular; and, while the historical axis is identified as running east-west from the town clock to the waterfront, the grade in this area discourages effective utilization of this axis from a pedestrian standpoint.

### Access and Circulation

Access to the Halifax CBD is principally by way of Cogswell Street, Sackville Street, and Spring Garden Road, with some additional traffic







# HALIFAX - DARTMOUTH



NOVA SCOTIA  
HOSPITAL

Halifax

Harbour

1 MILE

DARTMOUTH

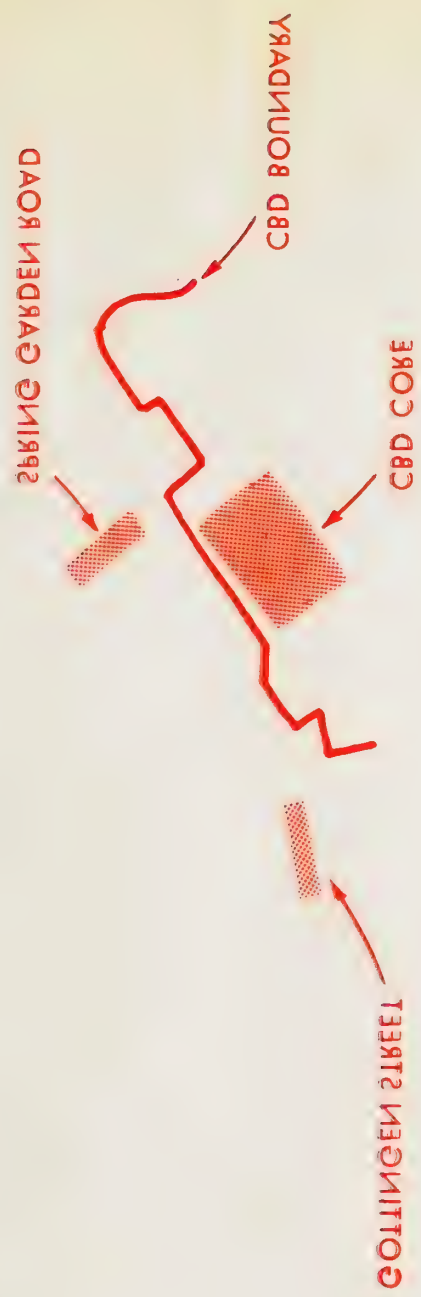
HALIFAX

ST MARY'S  
UNIVERSITY

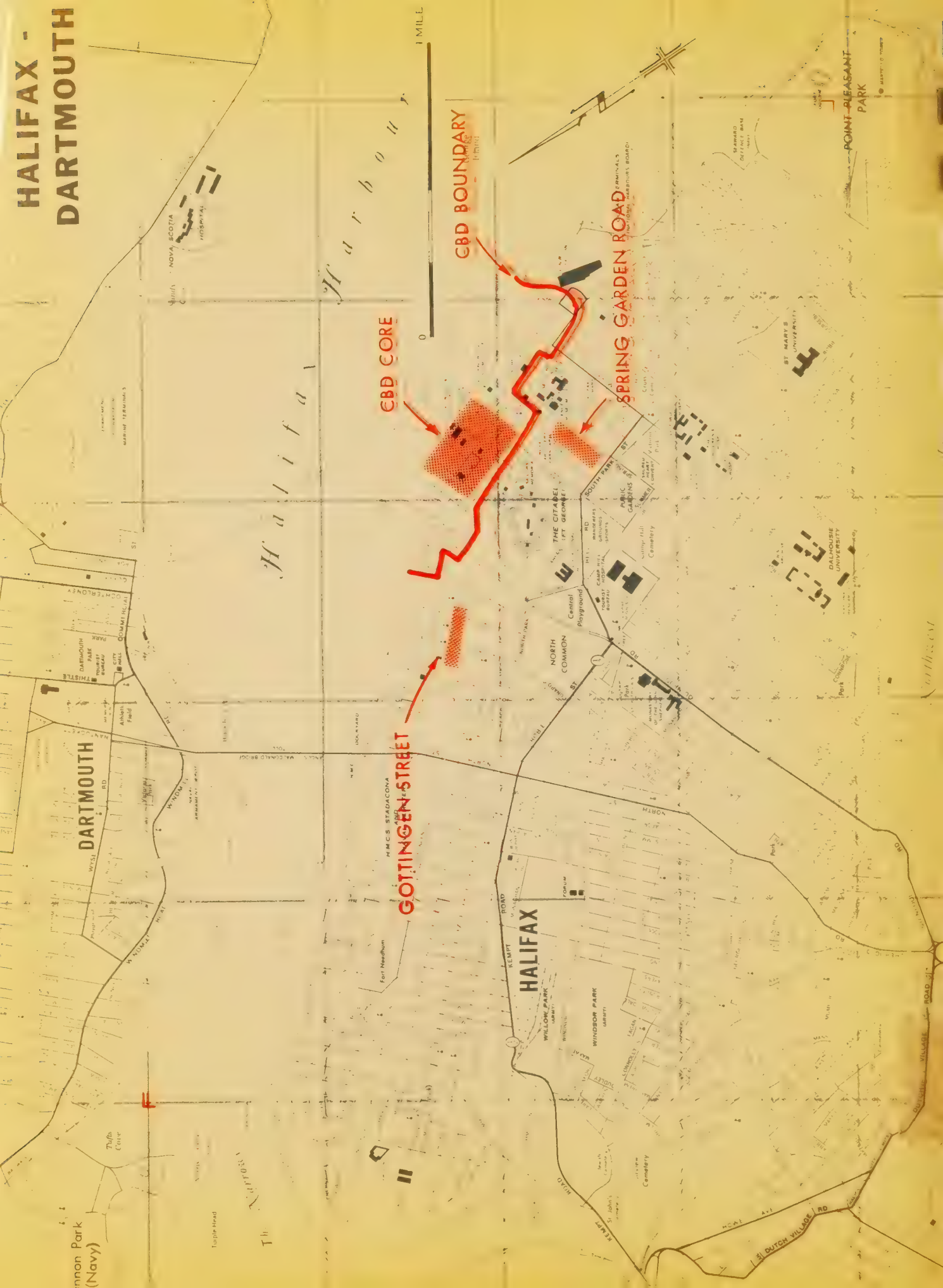
POINT PLEASANT  
PARK

Marion Park  
(Navy)

DUTCH VILLAGE RD



# HALIFAX - DARTMOUTH



1 MILE

CBD BOUNDARY

CBD CORE

SPRING GARDEN ROAD

GOTTINGEN STREET

HALIFAX

DARTMOUTH

POINT PLEASANT PARK

ST. MARY'S UNIVERSITY

DARTMOUTH UNIVERSITY

Common Park (Navy)

Turtle Head

Fort Needham

HMCS STADACONA

WILLOW PARK

WINDSOR PARK

DUTCH VILLAGE RD

Northwest



feeding into the area from the north and south along Barrington Street. Within the CBD itself, some 51 acres are devoted to streets under a basic development pattern of long, narrow blocks (140' x 340') running north-south within the core. While the proportion of streets to other land uses within the core of the CBD is high, on-street parking and the need to service buildings from the street in the absence of other facilities inevitably reduces the capacity of the existing street system to handle traffic circulation needs.

#### Adjoining Land Uses

The map on the opposite page indicates the relation of the Spring Garden Road and Gottingen Street areas to the core of the CBD. The Spring Garden Road area, which contains some 95,000 square feet of retail space anchored by the Lord Nelson Hotel at South Park Street, contains, in addition, an increasing amount of office space running west from Brunswick Street. Despite the lack of success of the recent call for proposals with respect to development of the Spring Garden South Redevelopment Area, economic vitality and viability are evidenced by office construction at Spring Garden Road and Brenton, the proposed extension to the Lord Nelson Hotel, and the generally high quality of merchandise and merchandising techniques displayed by many of the retail outlets. The area is particularly convenient to the universities and hospitals as well as the higher-income families who live at the southern end of the Halifax Peninsula.

The self-contained commercial enclave on Spring Garden Road is effectively separated from the commercial core of the CBD by Artillery Park, the Nova Scotia Technical College, and the library and church properties which are situated between Brunswick and Barrington Streets. As a result of this separation, the retail activity on Spring Garden Road has tended to dilute to some extent, rather than complement, the retail capacity of the CBD. While this is perhaps unfortunate, there are physical limitations to the extent of retail expansion opportunity in the Spring Garden Road area which will tend to discourage large-scale development of additional retail space.

The Gottingen Street area, which contains some 215,000 square feet of retail space, is centred on Cornwallis Street and does not extend significantly southwards towards the CBD commercial core. The quality of merchandise is generally lower than that found in the Spring Garden Road area; and, while the major furniture store in particular may attract customers from a wide area, the other retail facilities appear to be designed primarily to serve the needs of neighbouring and predominantly lower-income families. To the extent that the Gottingen Street facilities serve a particular segment of the local population,

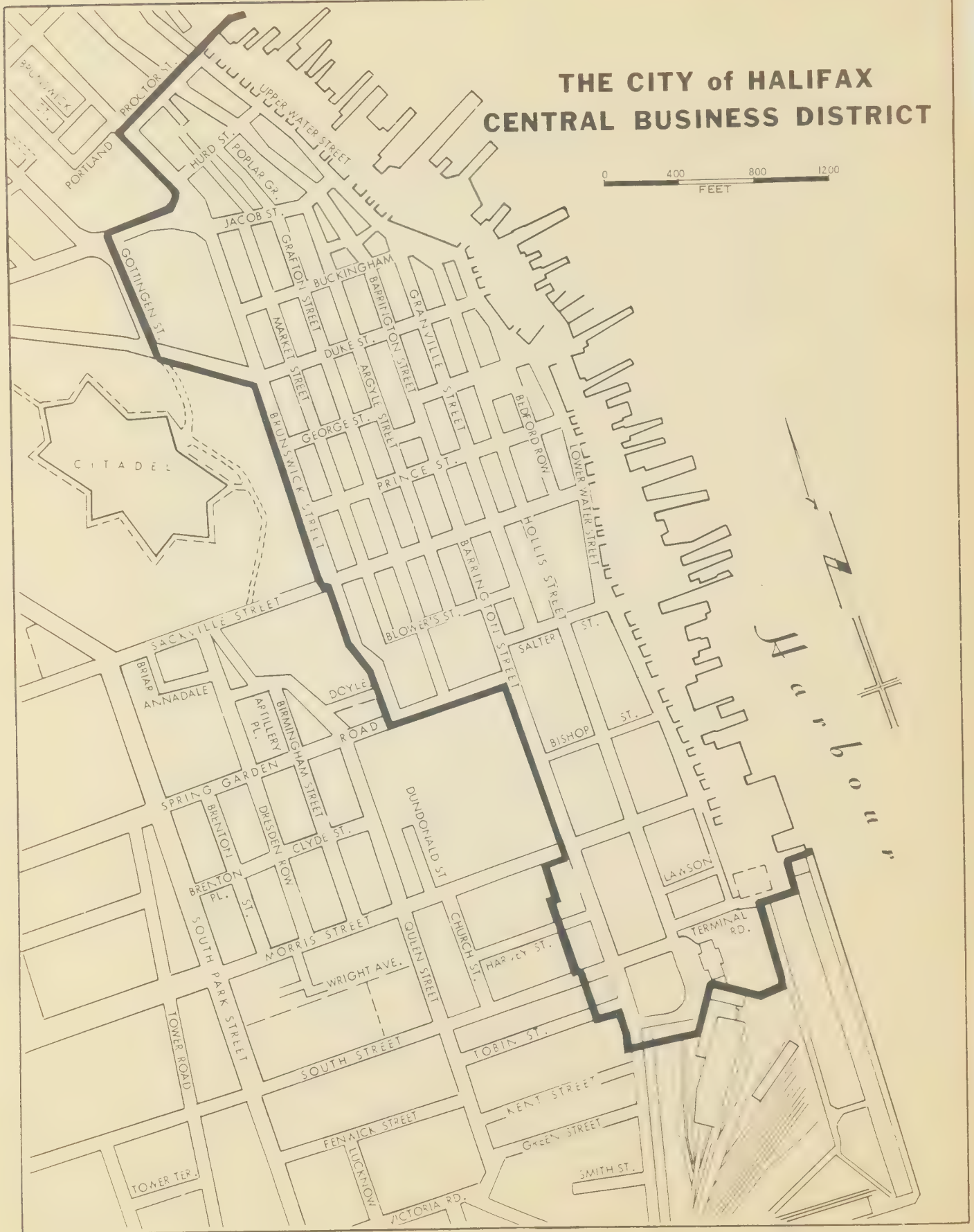






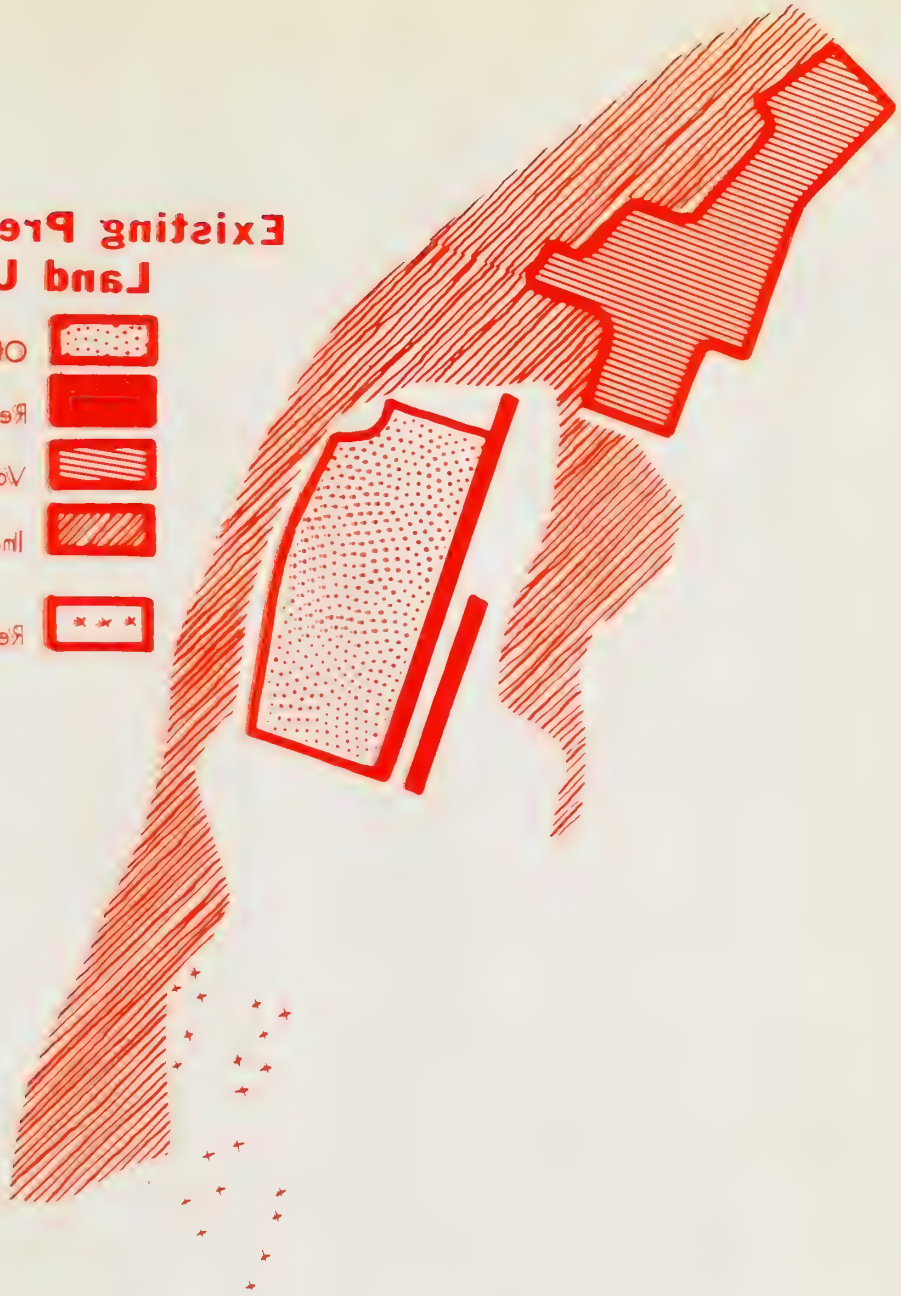
# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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FEET



# Existing Predominant Land Uses

Office	
Retail	
Vacant	
Industry, warehouse & wholesale	
Residential	





# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

0 400 800 1200  
FEET

## Existing Predominant Land Uses



Office



Retail



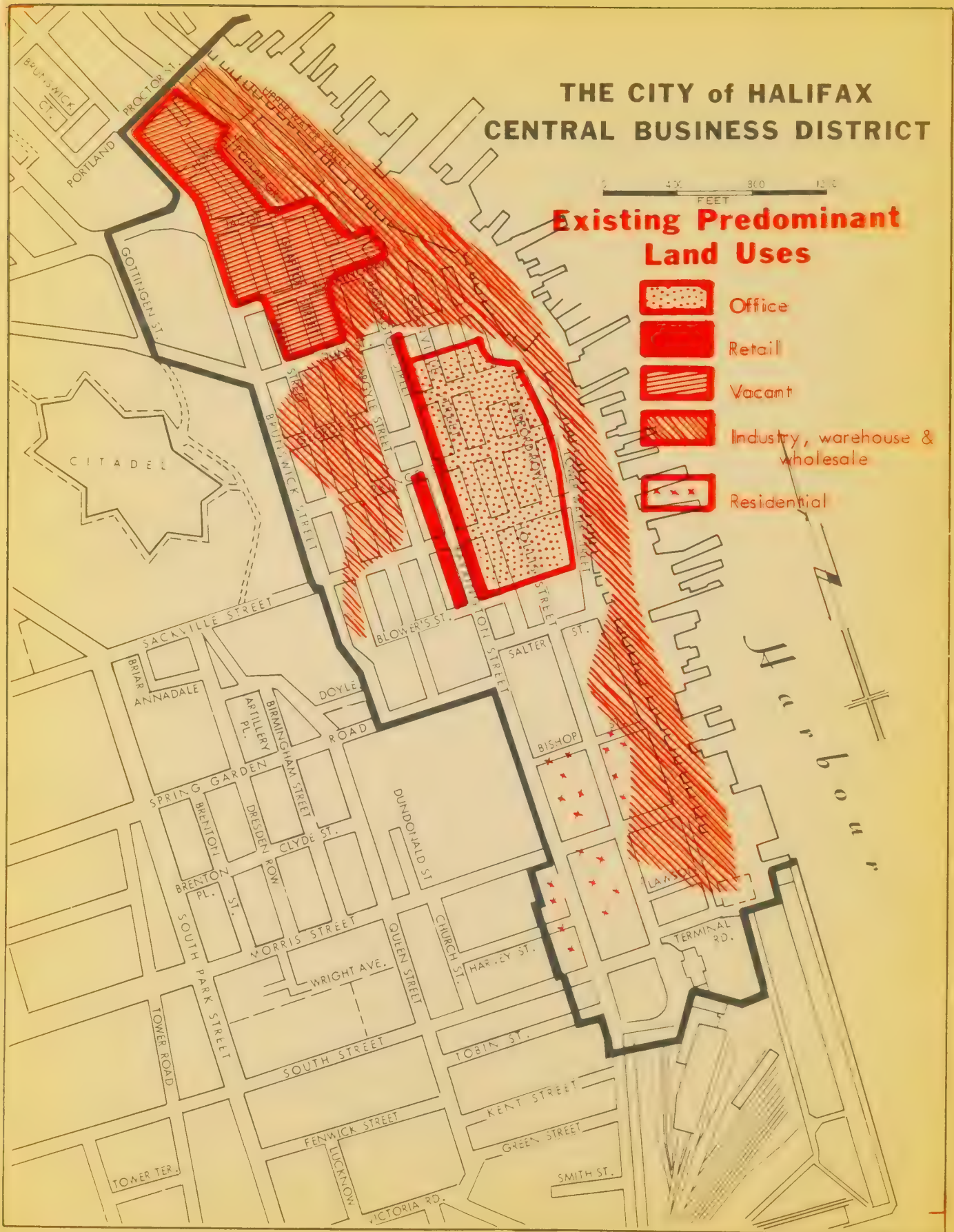
Vacant



Industry, warehouse &  
wholesale



Residential





the opportunities for retail expansion in the area will continue to be somewhat limited.

With the exception of the two areas discussed above and the institutional and recreational areas which adjoin the CBD to the west, industry, wholesaling, warehousing, and residential land uses predominate in the balance of the area surrounding the CBD. In general terms, nonresidential uses are located immediately north and south of the CBD, adjoining the waterfront, while predominantly residential uses are to be found in the areas northwest and southwest of the CBD.

#### Existing Land Uses Within the CBD

A block by block analysis of CBD land uses, together with a comparison of average assessment values of the blocks within the core of the CBD is contained in Appendix B to this report.

In more general terms, the map on the opposite page indicates the distribution of predominant land uses within the CBD.

Major office uses are concentrated between Barrington Street and Water Street in the central portion of the CBD, while the main retail concentration runs north-south along Barrington Street from Blower's Street to Duke Street. With the exception of areas devoted to major institutional uses like the Grand Parade, the Legislature, the church lands, and the Department of National Defence lands on the waterfront; wholesaling, warehousing, service and industrial uses are scattered throughout the CBD, with the major concentrations located immediately adjacent to the waterfront.

Within the Halifax CBD, two new office buildings have recently been constructed on Sackville Street. In addition, the Royal Bank has announced a significant expansion of its premises at George and Granville Streets. There has been some discussion concerning construction of two additional parking garages, one convenient to the new office buildings on Sackville Street, and the other convenient to the southern end of the retail facilities on Barrington Street - firm commitments have not been made with respect to either of these structures at the present time.

Discussions with the City of Halifax planning department have not indicated any other significant private developments which are in the planning stage elsewhere within the Halifax CBD at the present time.

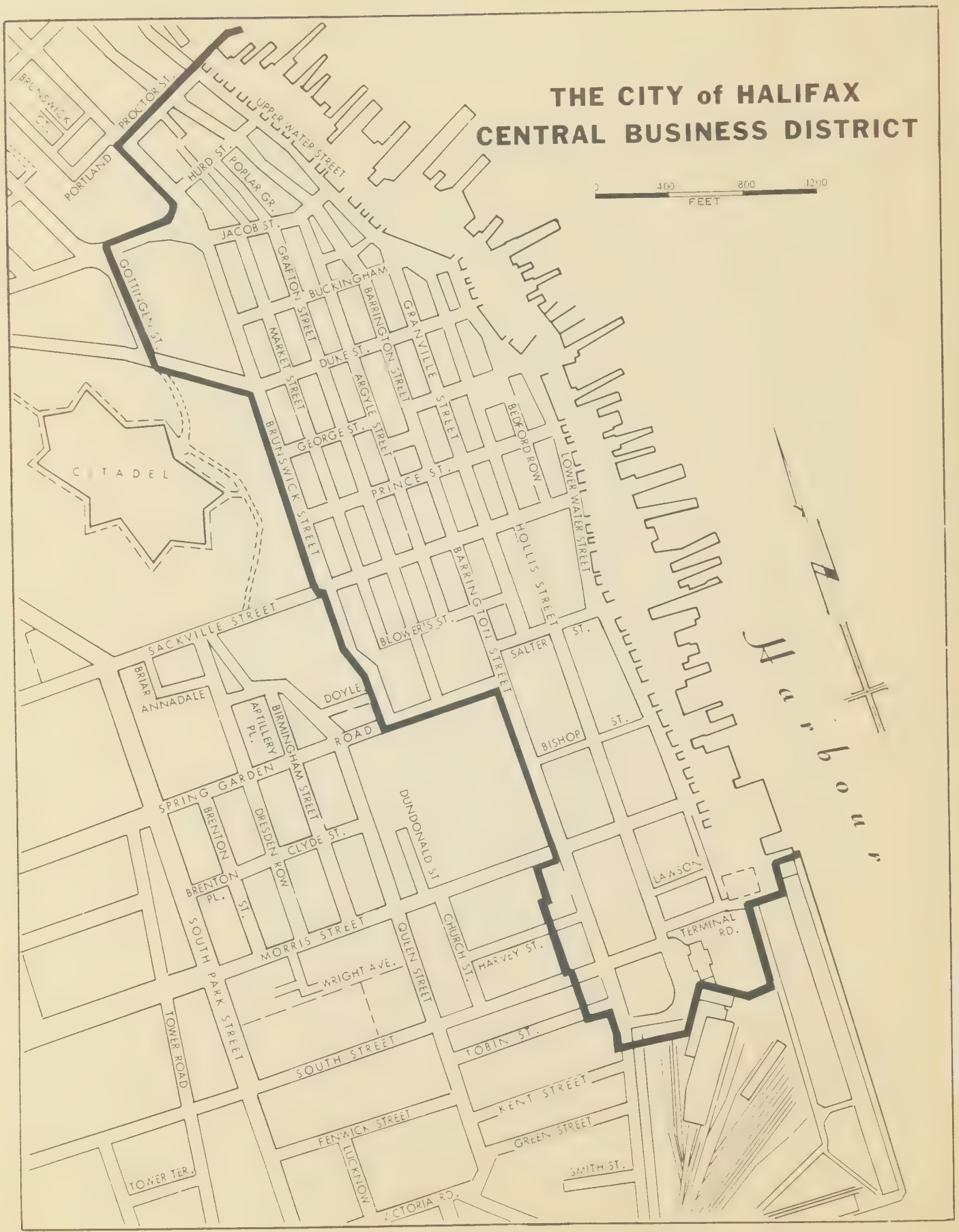






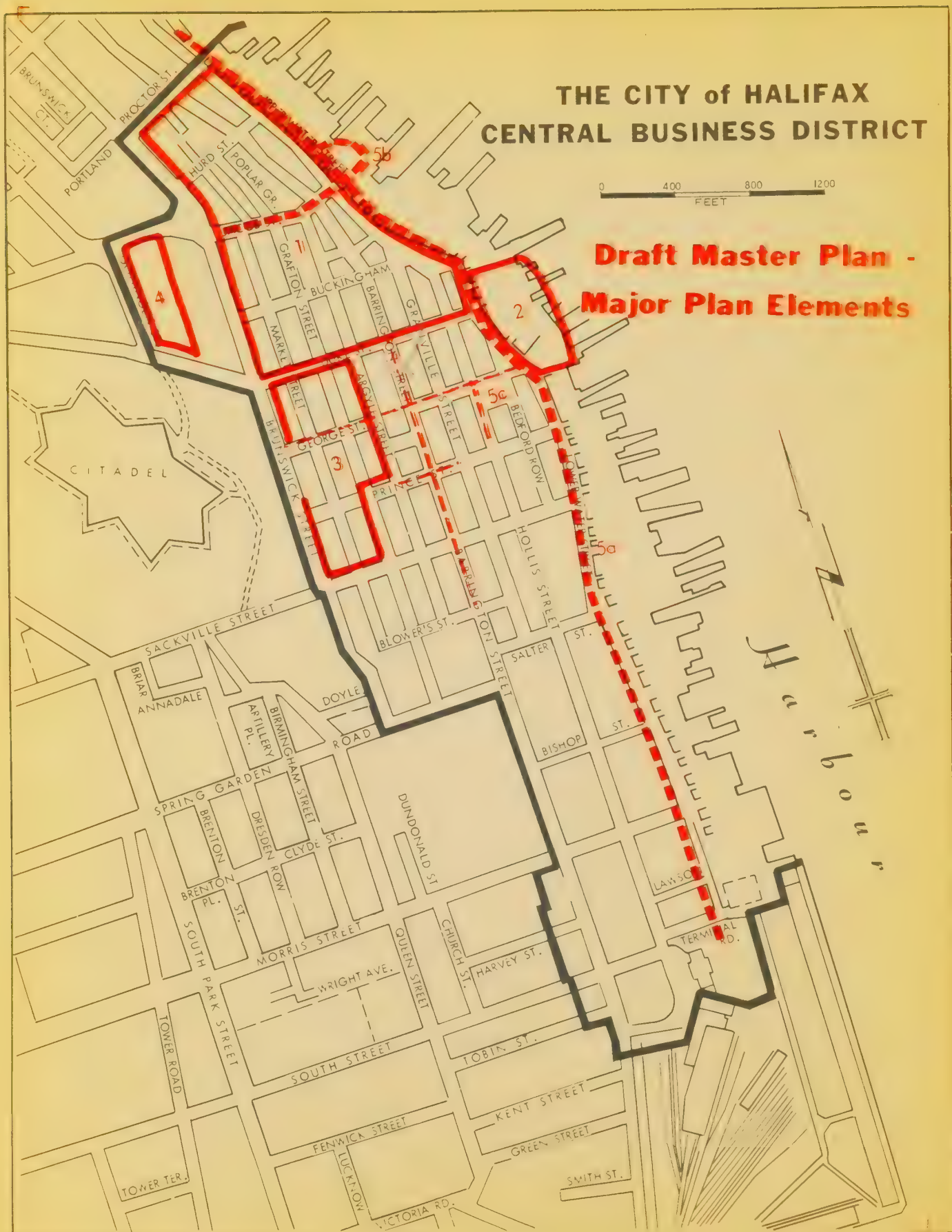
# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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## THE DRAFT MASTER PLAN

### General

This plan which was produced in 1964 in order to show the Cornwallis Centre development within the context of overall CBD redevelopment, reviews existing land uses within the CBD, and, with the objective of providing for an efficient, convenient and attractive CBD for a metropolitan area with an anticipated population of 300,000 by 1984, outlines a number of comprehensive redevelopment schemes.

The major plan elements of the Draft Master Plan as shown on the map opposite are as follows:

#### 1. Central Redevelopment Area

- a. Existing Land - 465 dwelling units
  - 600,000 square feet retail
  - 275,000 square feet office
  - 35,300 square feet recreational
  - 1,876 parking spaces.
- b. Additional Land - Retail and commercial uses and a hotel adjoining Harbour Drive, and a service station and parking garage adjoining Brunswick Street. (Capacity approximately 600 parking spaces.)

#### 2. Waterfront Redevelopment Area

- Ferry Terminal
- Suggested additional land uses suitable for the area:
  - i. City Administration Building
  - ii. Courthouse
  - iii. Museum
  - iv. Art Gallery
  - v. Convention Centre
  - vi. Parking (700 spaces)

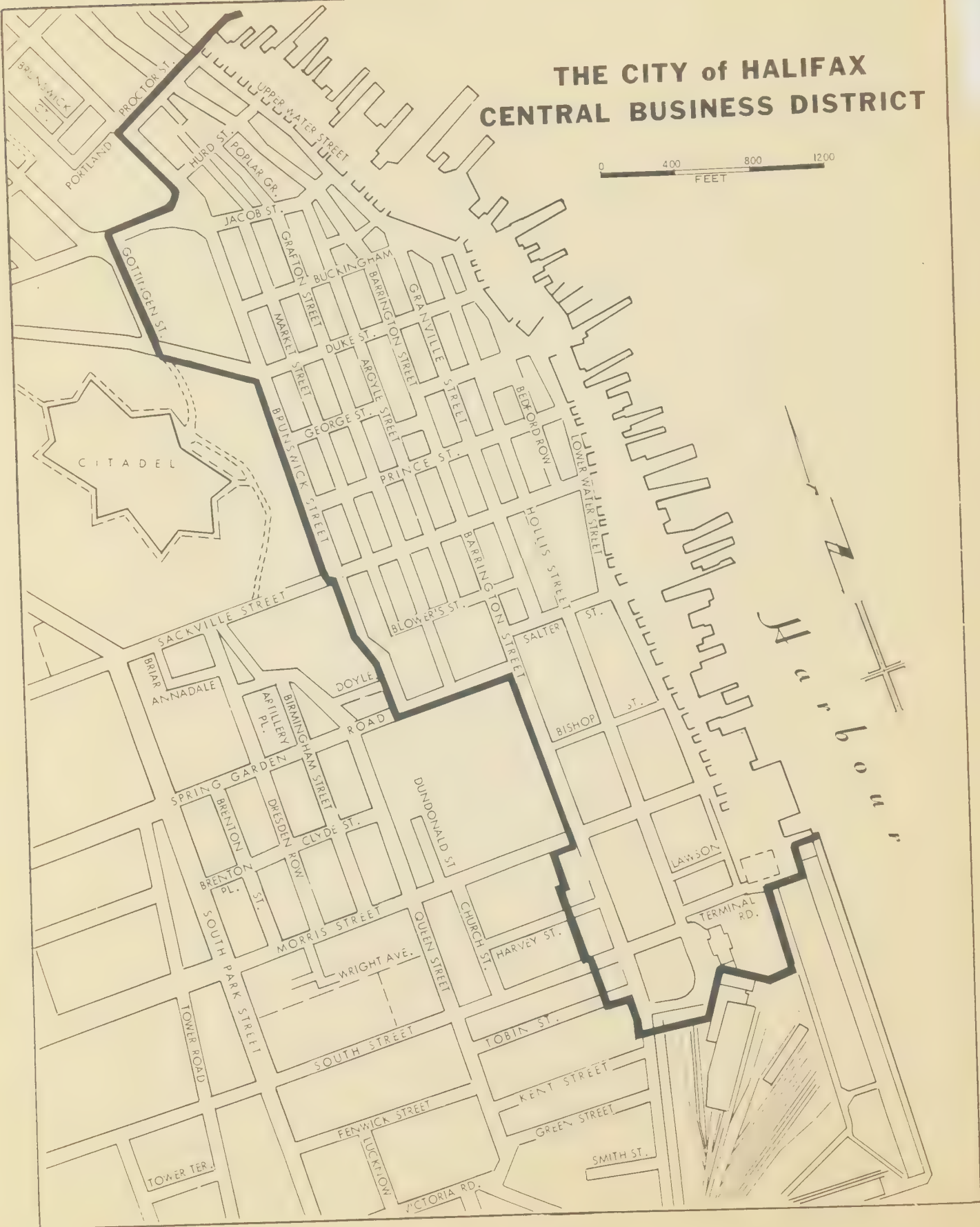







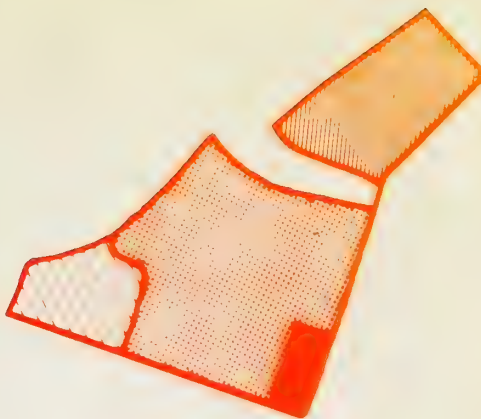
# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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# Cornwallis Centre

Residential	
Commercial	
Parking & Service Station	
Hotel	



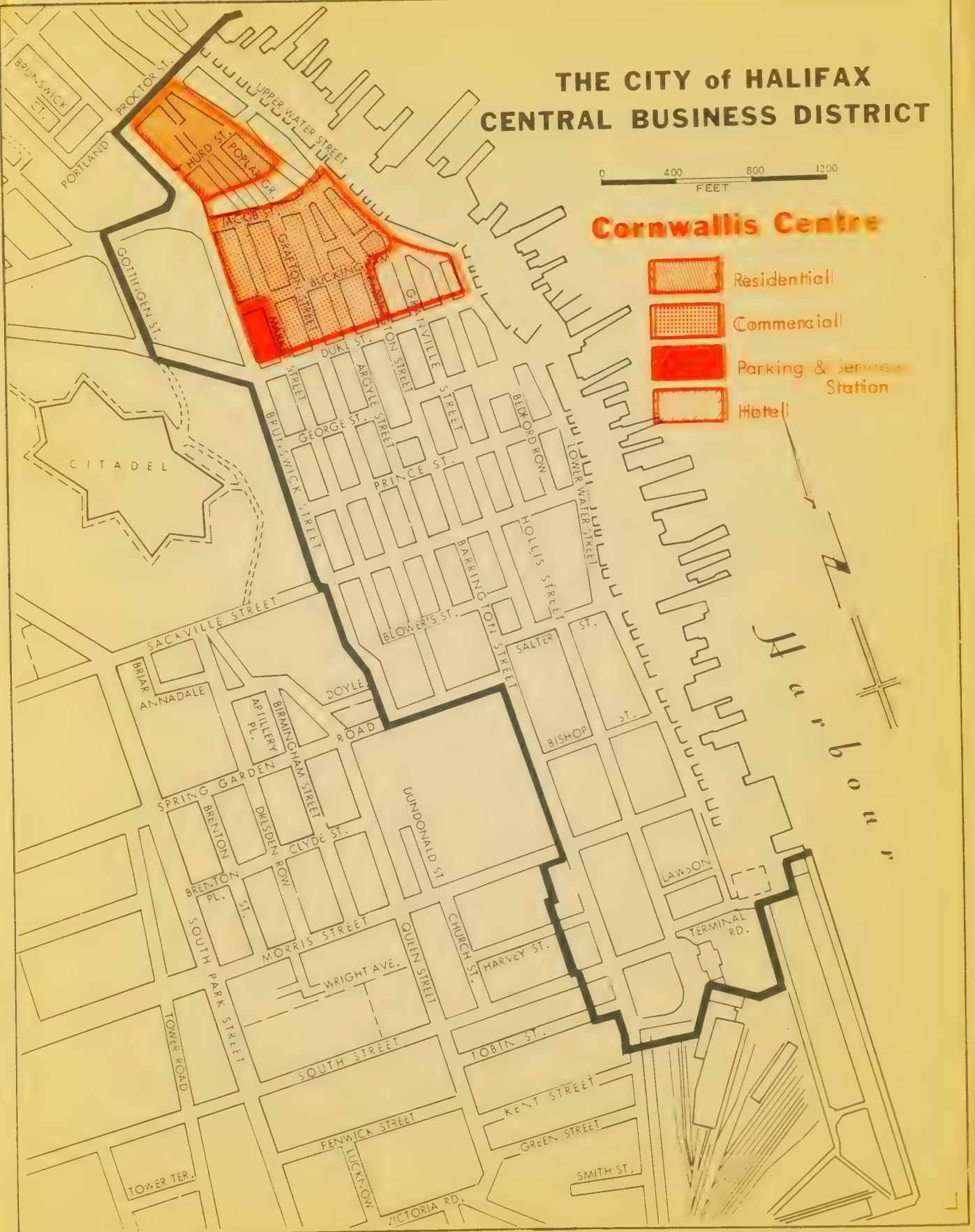


# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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## Cornwallis Centre

-  Residential
-  Commercial
-  Parking & Service Station
-  Hotel



### 3. Citadel Redevelopment Area

- Medium rise apartments and possibly a hotel and tourist accommodation - apartment population level planned at 1,600 persons.
- Unspecified commercial and business uses.

### 4. Cogswell Redevelopment Area

- Apartment accommodation - population level planned at 800 persons.

### 5. General

- a. Harbour Drive.
- b. Cogswell Street flyover.
- c. Road conversions to pedestrian malls as indicated on City plan.
- d. 900 additional parking spaces as indicated on City plan.

### Critique

In the discussion which follows, the major plan elements will be examined in turn and comments will be made with respect to the locational and economic implications of each:

#### 1. Central Redevelopment Area

##### a. Existing Land

This area which contains all of the lands included by Professor Gordon Stephenson in Scheme 9 of his 1957 study of Halifax contained at that time the worst conditions to be found in the downtown area of the City of Halifax, and was devoted largely to unsanitary and inadequate housing for low income families. The area having been cleared following Professor Stephenson's report, it is now proposed that a relatively large scale multiuse complex be developed on the cleared lands.

This complex which is known as the Cornwallis Centre (see map opposite) would include multifamily dwelling units in the northern portion of the Central Redevelopment Area,



while the largest part of the area lying south of the Cogswell Street flyover would be devoted to a multiuse complex containing 600,000 square feet of retail space; 275,000 square feet of office space; 35,300 square feet of recreational space and 1,876 car parking spaces.

Dwelling Units - Discussions with various groups in the City of Halifax indicate general acceptance of the suggestion that residential population levels in or adjacent to the CBD should be increased substantially. The plan for this area suggests the development of 465 dwelling units in the northern-most part of the CBD, bounded on the south by the proposed Cogswell Street flyover, and on the north by Proctor Street. The existing poor conditions of buildings, and predominantly wholesale and warehouse functions which are carried on adjacent to this portion of the Central Redevelopment Area make it less attractive for new multifamily residential development than some of the alternative sites within the CBD. Moreover, the proposed Cogswell Street flyover and Harbour Drive will introduce relatively high speed, high volume traffic circulation to the roads immediately south and east of the proposed apartment complex. It has been suggested in our Phase I report that a limited market should be anticipated for more expensive apartment accommodation until the new developments on Spring Garden Road and South Park Street have been absorbed by the market. Under the circumstances, we would suggest that residential development in the Central Redevelopment Area should be designed to meet the needs of middle income rather than high income tenants.

Retail - As indicated in our Phase I report, it is our opinion that the size of facilities suggested for the Central Redevelopment Area will tend to overwhelm the balance of the CBD and may lead to significant deterioration or relocation of existing Barrington Street retail space. The long blank space from Duke Street to Prince Street along the west side of Barrington Street (by the side of the City Hall, the Grand Parade and St. Paul's Anglican Church) creates a substantial barrier to integration of the proposed retail facilities in the Central Redevelopment Area with existing retail outlets on Barrington Street.





Perhaps because of the implications of this barrier, the retail portion of the complex would appear to have been designed in an attempt to create an impact by itself on the region as a whole, without relying for supporting strength upon existing Barrington Street retail outlets. While this may be essential in order to create the necessary economic viability for the Cornwallis Centre project, it has been done by proposing the immediate creation of more competitive retail space in the downtown area than our economic analysis would suggest is practicable.

In our view, specific redevelopment projects in the Halifax CBD should be designed to create catalysts for rehabilitation and revitalization of the CBD as a whole, rather than to transfer activity and economic vitality from one area of the CBD to another. Barrington Street between Duke Street and Blower's Street has historically fulfilled the retail function in the Halifax CBD. Development of the proposed complex on the Central Redevelopment Area will, in our opinion, effectively relocate the retail function north of Duke Street, and seriously weaken existing retail facilities. As a result, it should be anticipated that vacancies will occur in the ground level space on Barrington Street which is presently used for retailing purposes.

It is appreciated that strong fears have been expressed in many quarters of the City of Halifax that retail activity within the CBD will gradually diminish unless a department store can be immediately attracted to locate within the CBD as an anchor for existing specialty store space. While we are not in agreement with this philosophy, department store facilities, while not perhaps essential, are certainly desirable as a part of the retail content in any CBD area.

As noted in our Phase I report, it is believed unlikely that the City would be able to attract a department store to a freestanding location within the CBD. However, an alternative form of development, which is neither massive, nor freestanding in the normal sense, may be available to permit a new retail development within the CBD to complement existing retail facilities and strengthen Barrington Street as a whole, rather than concentrating retail activity on the Central Redevelopment Area lands. One such alternative is outlined in the final section of this report.



Office - Our Phase I report has identified a substantial demand for additional office space during the period covered by our study. While office facilities constructed on the Central Redevelopment Area will be somewhat removed from the areas in which offices have tended to concentrate, the need for integration of new office developments with existing concentrations of office strength is significantly less important than for retail facilities. Moreover, the civic uses suggested for the Waterfront Redevelopment Area will tend to provide a link between office space developed on the Central Redevelopment Area and Hollis, Granville, and George Streets.

There is, of course, considerable room for new office space to be developed east of Barrington Street and the success of One Sackville Place and the Centennial Building indicate the overall acceptability of this area from an office tenant standpoint. While it would, in our opinion, be preferable to encourage new office developments to locate in the area bounded by Barrington Street, Duke Street and the southerly extension of Spring Garden Road, the amount of office space proposed for the Central Redevelopment Area is not large enough within the context of total potential to discourage or delay to a significant extent redevelopment in what we consider to be the primary area for office uses.

The City of Halifax is, in many respects, fortunate to have a high percentage of its office space (both current inventory and future requirements) devoted to government uses. Liaison between municipal officials and the appropriate departments in the Federal and Provincial governments should result in development of new government office space which is located in accordance with the overall plan for the CBD. Development of this additional government space will tend to attract private office development to locate in the same general area. Under the circumstances, construction of new government office space from time to time in the portion of the CBD core lying east of Barrington Street should provide sufficient continuing impetus for redevelopment of the area so that, while strict enforcement of building codes will be necessary, no specific redevelopment schemes should be required to enable the area to maintain its economic vitality.





Recreational - The proposed recreational space comprising bowling facilities and a theatre would strengthen commercial recreational facilities within the CBD. While the bowling alley would replace existing facilities at Buckingham and Argyle Streets, which will be demolished to make way for the proposed development, the theatre would provide an addition to existing recreational space. As was suggested in our Phase I report, bowling alleys are particularly suited to suburban rather than downtown locations, it may therefore be difficult for this proposed facility to generate sufficient traffic to provide the operator with a reasonable financial return until substantial increases have been achieved in residential population levels in or adjacent to the CBD.

Parking - It is suggested in the Draft Master Plan that the multiuse complex will contain approximately 1,876 car parking spaces. This amount of parking provides acceptable ratios having regard to the quantities and types of land use proposed, and assuming that the parking facilities provided are not intended to offset the parking deficiency which has been identified for the central portion of the CBD in the parking survey which was recently undertaken by the Development Department.

b. Additional Land

It is proposed that the additional land contained within the boundaries of the Central Redevelopment Area but excluded from the basic Cornwallis Centre development contain a hotel and ancillary retail and commercial facilities in the south-eastern portion of the area and a service station and additional parking facilities in the southwestern portion. Both suggested uses are reasonable from a locational standpoint and are consistent with the potential identified in our Phase I economic analysis. The proposed parking facilities, while somewhat limited in extent, are placed at the western edge of the CBD, convenient to Rainnie Drive traffic, while the hotel at the southeastern end of the area would provide a strong connecting link between the Central Redevelopment Area and the Waterfront Redevelopment Area.

2. Waterfront Redevelopment Area

The Draft Master Plan suggests a number of predominantly civic uses as suitable for the Waterfront Redevelopment Area. We



understand that the City of Halifax has recently been advised that the Central Victualling Depot which was included in the area under the Draft Master Plan will not be made available by the Federal Government for redevelopment purposes. While exclusion of the Central Victualling Depot reduces the size of the overall area by 20%, the approximately 262,000 square feet of ground area remaining should be sufficient for construction of a new courthouse, a new city hall and a new ferry terminal together with limited ancillary retail facilities and adequate supporting parking at ground level, while leaving sufficient open space for easy pedestrian access to the waterfront. In due course, additional ground area can be made available for other civic uses by development of a parking structure to replace the ground level parking.

Because of the low intensity of use created by the ferry terminal facilities, we would recommend that the suggested ancillary retail space be included within this structure and office space be developed above it.

In general terms, the grouping of civic uses on the waterfront is one which we would endorse from a real estate economics standpoint. Perhaps the greatest danger in this location is the effect which Harbour Drive may have upon it.

We note that the traffic consultants retained by the City have recently published their report in which they examine alternative alignments for Harbour Drive and develop functional plans designed to fulfill the objectives identified by the City of Halifax. The basic objective as expressed in the Draft Master Plan is for a limited access primary feeder road linking the CBD with major points of entry into the Halifax Peninsula. Most careful treatment will be required for Harbour Drive within the CBD to prevent creation of a substantial barrier between the waterfront and the balance of the CBD.

### 3. Citadel Redevelopment Area

The hotel, tourist accommodation and apartment land-uses suggested in the Draft Master Plan for this area are generally consistent with the overall potential identified in our Phase I economic analysis. Moreover, the permanent open space created by the Citadel to the west of Brunswick Street make the Brunswick Street frontage particularly suitable for residential development. While the block between Sackville and Prince Streets may be shortly available for redevelopment, assuming relocation of the School Board's and Public Welfare facilities, the balance of the area (with the exception of the block used for parking) is almost entirely devoted to industrial uses ranging





from printing and paint and body shops to the major industry in the downtown area, Moirs Ltd. While the question of relocation of existing land uses is not discussed at length in the Draft Master Plan, the alternative development proposal which is outlined in the final section of this report includes some provision for relocation which could make the major part of the Citadel Redevelopment Area available for redevelopment in the relatively near future.

#### 4. Cogswell Redevelopment Area

The suggested residential use for this area is particularly appropriate because of the available open spaces to the west and southwest of it. Moreover, as suggested in our Phase I economic analysis, it is important that population levels in areas adjoining the CBD be increased as far as is practicable within the limits of overall demand for the metropolitan area.

#### 5. General

Parking - The Draft Master Plan indicates parking garages (in addition to those already mentioned) located as follows:

- a. Argyle Park.
- b. Texpark.
- c. Argyle, Blower's and Barrington Streets.
- d. Bedford Row, Prince Street and Lower Water Street.

It is anticipated that these parking garages would have an overall capacity for some 900 cars and that in addition some 800 parking spaces would be provided for employee parking in office buildings yet to be constructed.

The recent parking survey conducted by the Development Department of the City of Halifax has indicated a parking shortage in the core of the CBD of approximately 595 parking spaces, and an overall CBD deficiency of 455 parking spaces. When the deficiency for the CBD is added to the existing inventory of parking spaces, the survey suggests that some 3,720 parking spaces should be available within the CBD to meet the parking demand indicated as a result of the survey. It may be recalled that our Phase I economic analysis suggested that, on the basis of reasonable parking to office and retail space ratios, as



many as 5,700 parking space may be immediately required to serve the needs of a revitalized CBD. The parking survey recognizes the fact that its projections do not include allowance for motorists who decided not to venture into the CBD either because of its established reputation for inadequate parking facilities or because of the existing limited drawing power of the retail stores. It is reasonable to anticipate that if steps are taken to improve either of these deficiencies, parking needs within the CBD generally will increase above existing levels. Under the circumstances, proposed additions to the parking inventory may not be large enough to satisfy future demand.

It is noted that the parking survey indicates that the trip purpose of 67% of the parkers was employment. It would, in our opinion, be preferable from an economic standpoint, if all-day employee parking facilities were located on the fringe of the CBD core in order to devote internal parking facilities to the more intensive use resulting from short-term parking. The proposed parking structure at Brunswick and Duke Streets is well located for all-day parking purposes and consideration should be given to locating a twin facility convenient to the Sackville Street entry point (for example, above the Citadel Motors land). Similarly, south of Sackville Street and north of Duke Street, all-day parking facilities could be made available adjacent to Harbour Drive. Any plans of this nature will tend to reduce basically nonessential traffic movement within the core of the CBD and should, therefore, be closely considered before the location of additional parking structures is fixed.

Harbour Drive and Cogswell Street Flyover - The major plan elements concerned with access into the CBD require engineering and traffic analysis rather than examination from a real estate economics viewpoint. While a major limited access facility as proposed will substantially improve access, and therefore, be of benefit to the Halifax CBD, we have commented upon the problem of installing the type of facility planned without cutting off the CBD from the waterfront. Assuming that a satisfactory solution is available to this problem, the general alignment of the drive as proposed within the Halifax CBD is entirely satisfactory from our point of view.

Pedestrian Malls - The Draft Master Plan proposes that pedestrian malls be created in the following locations:

- a. George Street - Town clock to ferry terminal.





- b. Barrington Street - Duke Street to Blower's Street.
- c. Hollis Street - George Street to Prince Street (Hollis Street closed north of Sackville Street.)
- d. Prince Street - Argyle Street to Granville Street.

We have commented earlier that the grade on the George Street axis discourages effective utilization of this axis from a pedestrian standpoint. While relatively high volume pedestrian flow might be anticipated along George Street between Barrington Street and a civic development on the waterfront including a new ferry terminal and ancillary retail facilities, it appears unlikely that a substantial pedestrian flow will develop between Barrington Street and the town clock. Nevertheless, assuming total redevelopment of the Citadel Redevelopment Area removes the need for George Street to handle vehicular traffic, a pedestrian mall from the Citadel to the harbour could open up and emphasize this historical axis.

The distance from the northern end of the proposed commercial development in the Central Redevelopment Area to the southern limit of the proposed mall on Barrington Street is approximately 2,200 feet. This creates, in our opinion, an unrealistically extended CBD retail mall for a metropolitan area either the current or projected size of Halifax. In any event, as has been suggested earlier, the amount of retail space proposed for the Central Redevelopment Area, and the complex problem of integrating this development with existing retail facilities in the CBD may result in a general reduction of competitive retail space on Barrington Street. If a significant reduction of existing retail space occurs as a result of this development, much of the pedestrian mall proposed for Barrington Street may not, in fact, be required.

In the final section of this report, an alternative form of development is proposed which would, in our opinion, strengthen existing retail space on Barrington Street. Even under this alternative proposal, we would not recommend extending the pedestrian mall for more than three blocks along Barrington Street.

The draft development plan proposes closing Hollis Street between Duke and Prince Streets and creating a pedestrian mall in the block immediately in front of the Provincial.



Legislature. A pedestrian mall in this location will create a fitting setting for the Legislature building which is described as one of the finest examples of Georgian architecture in North America, as well as improving the setting for the old post office building. Assuming that the closing of this portion of Hollis Street will not create a major servicing and access problem for the buildings presently fronting on it, the concept as expressed in the Draft Master Plan is entirely reasonable and does not have any major economic implications which would lead us to recommend against its implementation.

\* \* \*

Light Industry and Service Industry - We note that the Draft Master Plan does not contain any specific provisions for relocation of light industry and service industry uses which are presently scattered throughout the core of the CBD. The problem of relocation will be most marked in the Citadel Redevelopment Area, the Waterfront Redevelopment Area and in the remaining blocks within the Central Redevelopment Area. It is, in our opinion, important both from a social and economic standpoint that existing light industry and service industry uses within the core of the CBD be transferred to CBD fringe locations as far as is practicable in order to maintain existing employment and distribution patterns within the downtown area. Unless some concrete relocation proposals are made in the Master Plan, local proprietors and owners of small businesses will be encouraged to abandon the downtown area altogether, in the light of future uncertainties.

#### Summary

To sum up our principal comments with respect to the Draft Master Plan, we would suggest that while the overall concept expressed appears realistic and generally in keeping with identified development potential, the following areas are of particular concern:

1. The location of apartments north of the Cogswell Street fly-over in the Central Redevelopment Area.
2. The total amount of retail space proposed for the retail complex in the Central Redevelopment Area, and the problem of adequately integrating any retail space in this area with existing retail facilities on Barrington Street.





3. The length of the retail mall proposed for Barrington Street.
4. The lack of provision for relocation of light industry and service industry uses.



## KEY AREAS AND PRIORITIES FOR REDEVELOPMENT

There can be little question that the area of primary importance and of overall priority for redevelopment within the Halifax CBD is the Central Redevelopment Area itself. Clearance of this area was commenced in 1958, and except for development of the Citadel Inn west of Brunswick Street, the area has, through force of circumstances, lain idle since that time.

As Professor Stephenson pointed out, the deplorable conditions existing in the area in 1957, required immediate action. Clearance of the area and relocation of residents in suitable accommodation has been a major achievement of the City administration in the past decade. The fact that a large portion of the area has remained undeveloped since the clearance program was undertaken should not be permitted to overshadow the positive benefits which have been achieved. However, lack of development in the Central Redevelopment Area has received considerable publicity in recent years with the implication that investment opportunity in downtown Halifax is somewhat limited.

The fact that considerable new development and investment in maintenance of existing properties has taken place in the downtown area is perhaps not widely appreciated. Moreover, the tremendous problems inherent in designing an integrated multiuse development as a single package, on an area as large as 18 acres in the context of the Halifax market, has not mitigated against the fact of nondevelopment.

If there has been any reluctance on the part of downtown property owners to rehabilitate or redevelop their properties, it is, in our opinion, largely a result of the massive nature of the complex which has been proposed for the Central Redevelopment Area. With the possibility of a major shift in emphasis north of the CBD core, it is entirely reasonable for downtown property owners generally to delay large scale investment until the fate of this major area is finally determined. For the reasons suggested above, it is of the utmost importance that development on the Central Redevelopment Area proceed without undue delay.

Of secondary, but nevertheless considerable importance are those plan elements concerned with access, parking and the proposed civic development on the waterfront.

Insofar as access is concerned, both the problem of access to the CBD and solutions to the problem have been explored in depth in the Draft Master Plan. While Harbour Drive is not proposed as a short-term







# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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## Average Block Values

SPRING GARDEN ROAD TO  
BUCKINGHAM STREET

(Per Sq.Ft.)



project, it will be important to the success of any revitalization scheme for the CBD that substantial improvements be immediately undertaken with respect to that portion of the proposed route which connects the CBD with the Angus L. Macdonald bridge, including improved alignment of Jacob Street to connect Cogswell Street with the proposed route.

Similarly, improved parking facilities will be an essential ingredient of revitalization and cannot be delayed without damaging the impact of any development proposal which is finally accepted by the City and proceeded with. The parking deficiency in the CBD core area which was identified in the recent parking survey is illustrative of the problem which exists. As was pointed out earlier, the existing deficiency will be compounded and magnified by any move to make the downtown area generally more attractive.

Insofar as the waterfront area is concerned, the urgency for redevelopment is largely caused by the critical need for a new courthouse and a new city hall. The inadequacy of existing facilities which was commented upon in our Phase I report, has not been questioned, moreover, large scale investment by public bodies in the CBD will underline the confidence which local authorities have in the future of the area.

We note that approval has recently been granted for renovation of the Halifax/Dartmouth ferry docks on each side of the harbour. It will be recalled that our Phase I report recommended that serious consideration be given to redevelopment of ferry terminal facilities. In an earlier section of this report, we have suggested that sufficiently intensive land use can be achieved for this facility if it includes ancillary retail space at ground level and office space on upper levels. In the event that the amount of office space proposed for the Central Redevelopment Area is proceeded with, this new office space together with the space to be developed by the Royal Bank and the space recently developed in the new office buildings on Sackville Street, will approximate the amount of additional office space which our Phase I report has suggested will be required in the Halifax CBD to 1971. Under the circumstances, it may be difficult for a developer to tenant office space constructed over a new ferry terminal in the next few years unless tenants can be secured from existing noncompetitive space. The problem of tenaning the suggested office space could, therefore, temporarily delay redevelopment of this facility.

While a detailed comparison of 1957 and 1965 assessed values is contained in Appendix B, the map on the opposite page illustrates the general distribution of assessed values in the core of the CBD in order to show those areas in which current low values indicate a



significant need for redevelopment. Excluding that portion of the CBD which lies north of Duke Street and, therefore, within the Central Redevelopment Area, low assessed values are the rule throughout the section of the CBD lying between Argyle Street and the Citadel. With the exception of the Moirs Building, the Chronicle Herald Building and the Citadel Motors facilities, the low intensity and quality of land use throughout this area is reflected in assessed values as low as \$1.30 per square foot. Of additional significance is the fact that assessed values have been reduced in the area by an average of 36% since 1957. On the basis of available assessment data and of our review of existing land uses within the area, we would recommend that the Citadel Redevelopment Area should be next in priority for redevelopment.

On the assumption that Barrington Street will be closed north of Duke Street as a result of development of the Central Redevelopment Area, the question of converting Barrington Street to a pedestrian mall will depend more upon the problem of servicing the buildings which front on Barrington Street, and of assessing the need for a mall, than on redesigning traffic circulation within the CBD, which will have to be undertaken in any event.

While experiments with pedestrian malls, both in Canada and the United States, have been generally successful from a retail standpoint, none of the mall conversions, of which we are aware, have been undertaken in circumstances reasonably analogous to those which exist in the Halifax CBD. Under the circumstances, we would recommend that creation of pedestrian malls in accordance with the Draft Master Plan should be delayed until a proper assessment can be made of the effect which development of a multiuse complex on the Central Redevelopment Area land will have upon pedestrian circulation patterns in the balance of the CBD.





## IMPLEMENTATION OF DRAFT MASTER PLAN

### Gross Cost Estimate of Redevelopment

This broad analysis which is included under Paragraph C of Phase II of our proposal letter is of particular value where the City or Municipality for whom the overall study is being carried out have not developed a master plan or directed their attention to costing the various major plan elements.

In the case of the City of Halifax, an examination of all of the materials, with which we have been supplied from time to time by the Planning Department, has indicated that reasonably sophisticated estimates have been made (having regard to the current preliminary phase of redevelopment) of several of the major plan elements contained in the Draft Master Plan. In particular, both the Proposed Capital Expenditures Program of 1964, which was prepared by the City Manager, and the detailed reviews of the Cornwallis Centre project which were undertaken by the joint committee of the City of Halifax and Central Mortgage and Housing Corporation in 1963, contain estimates with respect to the cost of acquiring the necessary land in the Central Redevelopment Area and the Waterfront Redevelopment Area. In addition, construction estimates for the Cornwallis Centre project are part of the public record.

Under the circumstances, since it is not particularly practicable at the present time to attempt to refine existing estimates, we have directed our attention towards developing gross cost estimates for the various major plan elements which do not appear to have been covered by City staff to date.

We would stress that the various estimates which we have made will be susceptible to continuing refinement as the plan elements become more clearly defined, our primary purpose being to identify the probable range of total redevelopment costs, against current construction and land acquisition cost levels.

Under a firm program of redevelopment, it will be necessary for the City of Halifax to have appraisals undertaken of each parcel of land to be acquired. In addition, in order to produce the maximum revenues on redevelopment, reuse appraisals should be carried out on each parcel of land to be disposed of, against the type and intensity of reuse to which it is anticipated that each parcel of land will be put. In the meantime, the probable range of gross costs for overall redevelopment have been estimated in the table following in order to



indicate the level of total investment which will be required in order to implement the provisions of the Draft Master Plan.

<u>Redevelopment Area</u>	<u>Gross Cost Estimate</u>	
<u>Central Redevelopment Area</u>		
Land Acquisition	\$ 3,631,000*	
Cornwallis Centre	<u>38,000,000</u>	
	\$41,631,000	
<u>Waterfront Redevelopment Area</u>		
Land Acquisition	\$ 1,145,000	
City Hall	2,300,000	
Courthouse	--	
Ferry Terminal (incl. retail & office)	1,700,000	
Parking	<u>200,000</u>	
	\$ 5,345,000	
<u>Citadel Redevelopment Area</u>		
Land Acquisition	\$ 1,800,000	
800 Apartment Unit	<u>12,000,000</u>	
	\$14,000,000	
<u>Cogswell Redevelopment Area</u>		
400 Apartment Unit	<u>\$ 6,000,000</u>	
<u>General</u>		
Harbour Drive Phase I	\$ 5,000,000	
Pedestrian Malls	75,000	
Parking		
- Land Acquisition	1,260,000	
- Construction	<u>1,350,000</u>	
	\$ 7,685,000	
GROSS TOTAL		<u>\$74,661,000</u>

\* Includes portion of Harbour Drive.





## Action for Implementation

Under more normal circumstances, where our Phase II report is prepared within a short time after preparation of a draft master plan, this section of our report identifies the type of program which should be followed, and the part which each group can play in getting the redevelopment process underway, and subsequently in maintaining its momentum.

In the case of the City of Halifax, the call for development proposals for the Central Redevelopment Area launched the redevelopment process as long ago as 1962. City of Halifax staff reports and minutes of City Council meetings during the period since the Central Redevelopment Area was cleared, indicate the extent to which the City has already directed its attention towards the type of program which should be followed in order to facilitate redevelopment in the CBD. For example, following examination of the alternatives available, the City elected to offer the Central Redevelopment Area for development under the conditions set out in its call for development proposals. While problems have been encountered as a result of the particular call, this method of implementing redevelopment is one which the City has generally committed to follow: Under the circumstances, there is little that can be added on the question of programming or phasing beyond the comments which have been made in the previous section of this report dealing with priorities for redevelopment.

On the more specific question of the action which can be taken by various interests or groups within the CBD to expedite overall redevelopment, the City faces the problem which results from the proposal to develop the Cornwallis Centre on the Central Redevelopment Area. The size of the facilities proposed and the extent to which the complex will be self-sufficient and self-supporting will minimize the immediate opportunity for other groups within the CBD to develop complementary facilities.

From a retail standpoint, the key block on Barrington Street will be the block between George and Duke Streets, and we would normally urge that consideration be given to developing retail space under the Grand Parade in order to enlarge the retail facilities in this area. However, we would anticipate that most of the identifiable potential retail tenants will endeavour to locate within the Cornwallis Centre itself. Having regard to the total market opportunity which exists, it may be some time before significant numbers of additional retail tenants are available to occupy any new retail space on Barrington Street.



The relatively low intensity of land use in some of the blocks east of Barrington Street and the strong concentration of office uses in this area indicate that substantial investment opportunity will exist in future years for development of additional office space. As has been pointed out earlier, the office space proposed for the Cornwallis Centre, together with new and planned office developments within the core of the CBD will probably fulfill indicated market requirements for new office space for the next five years so that the opportunity for private development projects will be limited over the short term. Two interrelated areas of immediate opportunity do exist within the CBD; however, without public assistance in land acquisition, neither area may be particularly attractive from an investment standpoint. The first is the opportunity to develop a light industry, warehouse, and wholesaling complex in a fringe CBD location; and second is the opportunity to develop multifamily residential accommodation on land made available within the CBD as a result of relocation of light industry, wholesale, and warehouse uses.

Consideration of this relocation problem leads almost inevitably to the question of the future of Moirs Ltd. within the CBD. The Draft Master Plan suggests that redevelopment in the immediate area of the Moirs Ltd. facilities will "create pressures and possibilities for redevelopment of the factory area in a manner more appropriate for the location." It is, in our opinion, important that this major industry be encouraged to maintain its historical connection with the CBD in order to maintain both the level of CBD employment and the social and living patterns established by employees of the company over the years. This will only be possible if suitable alternative facilities can be developed in a fringe CBD location.

While the opportunity for specific action appears to be somewhat limited within the CBD, the wider responsibilities for the success of redevelopment should not be lost sight of. In the final analysis, the City of Halifax represents the people who live and work within its boundaries. The growth and development of the city are, therefore, the sum of the attitudes and aspirations of all of its inhabitants over the years.

The unique pressures of 20th Century urban life have thrust upon the present generation the complex task of actively and positively planning the form and shape which the city will assume in future years. The Draft Master Plan for the CBD and the associated studies and analyses which have been undertaken comprise a first and major step in charting the course of the Halifax of the future. The success of this first step will depend ultimately upon the desires of the people of Halifax as a whole and the extent to which they will positively support the concept of a city with a viable and vital core, assuming that this objective reflects, as it should, the aspirations of the majority.



## HALIFAX CBD

### ALTERNATIVE DEVELOPMENT PROPOSAL

In earlier sections of this report, we have commented that the Draft Master Plan, in its present form, leaves the City of Halifax with a number of unresolved problems which in aggregate constitute a serious obstacle to the overall redevelopment and revitalization of the CBD. While it is appreciated that a number of areas within the CBD should remain unchanged because of the historical significance of existing buildings, (i.e., the Grand Parade, St. Paul's Church, the Legislature, etc.), and that any redevelopment scheme should be built around these existing features, we feel that the alternative concept which is proposed in this section disturbs existing monuments to a minimal degree in order to achieve the overall CBD redevelopment which we fear the Cornwallis Centre project will fail to produce.

The City of Halifax has expressed two major concerns; in the first place is its concern over the failure to develop the Central Redevelopment Area, secondly is its concern that the CBD does not have a major department store to anchor and encourage growth of CBD retail facilities.

The Cornwallis Centre project has appeared, at least on the surface, to provide the answer to both these areas of concern. However, the inherent dangers in this project which we have endeavoured to identify in both our Phase I and Phase II reports, can create substantial problems for the Halifax CBD in future years. Included amongst the more apparent problems are the following:

1. The drying up of retail activity at the southern end of Barrington Street which will tend to result in lower assessments and tax revenue.
2. A substantial isolation of the few strong retail elements on Barrington Street south of the Grand Parade.
3. Architectural and planning problems hitherto not faced.
4. The possible resistance of existing retail merchants to a scheme which will place their future in jeopardy.

While we would not suggest that the alternative development scheme, which is outlined in this section, is the only alternative available to the City of Halifax, it is one which, in our opinion, could answer

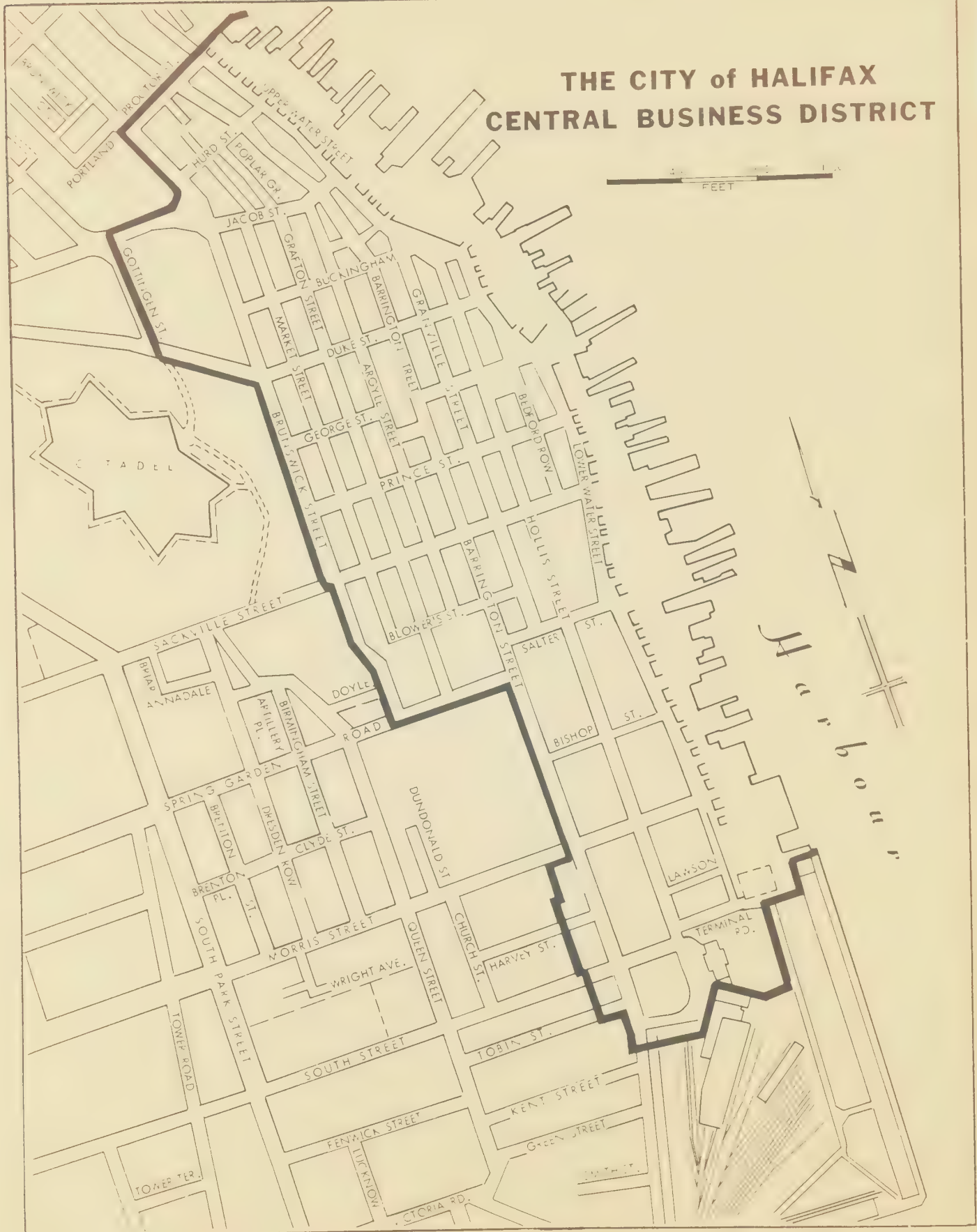





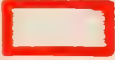






# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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# Central Redevelopment Area Alternative Development Concept -

Service industry & light industry	
Residential	
Convenience retail	
Parking	
Department store	
Retail specialty space	

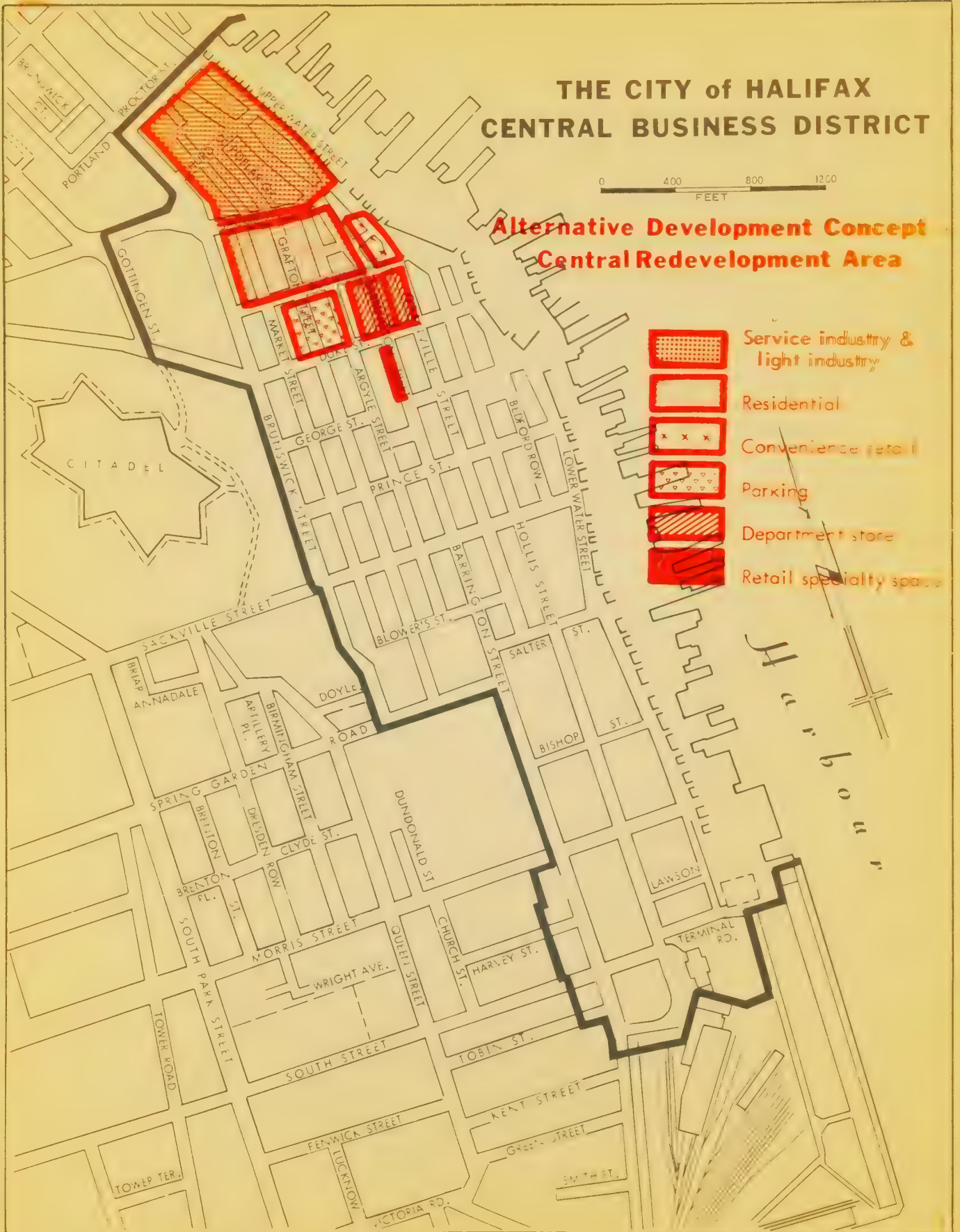


# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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## Alternative Development Concept Central Redevelopment Area

-  Service industry & light industry
-  Residential
-  Convenience retail
-  Parking
-  Department store
-  Retail specialty space





both of the areas of concern which have been identified by the City, while avoiding the problems which have been reiterated above.

The alternative scheme involves approximately the same land area as is required for the Cornwallis Centre, with the addition of the land at street level on the west side of Barrington Street in the area of the City Hall and the Grand Parade.

We have proposed a substantially less intensive use of the Central Redevelopment Area which will, in all probability, result in the City of Halifax and Central Mortgage and Housing Corporation recovering less of their land acquisition costs than they would be able to under the Cornwallis Centre project. However, in the context of the total investment in the Halifax CBD, the amount of land acquisition costs incurred to date are relatively insignificant. Moreover, having regard to the total projected land-use demand for the Halifax CBD, there is every reason to believe that less intensive use of this essentially CBD fringe land will result in more intensive use of land within the CBD core itself, so that the loss suffered by the City in the short term may be more than offset by overall increases in tax revenues from the CBD over the longer term.

The alternative development concept which is illustrated by the map opposite, suggests the following major plan elements:

1. Light industry and service industry uses are proposed for the land north of the Cogswell Street flyover. It would be anticipated that existing light industry and service industry uses within the CBD would be given first refusal on space in this development. A light industry complex could provide an effective and attractive transitional land use between the area to the north and east of it and the balance of the Central Redevelopment Area. Distribution of goods and service would be relatively convenient since the area adjoins Harbour Drive and the Cogswell Street flyover. As an integrated development, centralized accounting and other services could be provided for all tenants.
2. It is proposed that the area bounded by Brunswick Street, the Cogswell Street flyover, Harbour Drive and Buckingham Street be devoted to multifamily residential uses with some convenience retail facilities at the eastern end.
3. It is suggested that the portion of the Central Redevelopment Area lying between Buckingham Street and Duke Street be developed as follows:



- a. The block east of Brunswick Street - maintain existing use with building continuing to house the police department and the fruit and vegetable market.
  - b. The two blocks east of Market Street - utilized for a two-level parking structure with a ground area of approximately 90,000 square feet. Parking would be available for approximately 570 automobiles. The structure should be so designed that additional levels could be added in due course.
  - c. The two blocks east of Argyle Street - made available for a department store development. The ground area available is approximately 100,000 square feet. We would recommend that a department store of approximately 150,000 square feet be constructed on a ground area of some 75,000 square feet in Phase I, with the structure designed to permit vertical expansion in due course.
4. South of the Central Redevelopment Area, the following developments are suggested:
- a. The Grand Parade - The vital element in this alternative development concept is the creation of retail space beneath the Grand Parade from Duke Street to George Street. We would anticipate that a minimum of 30,000 square feet of retail space could be accommodated in this area including that portion of the Grand Parade occupied by the existing City Hall. It is, in our view, important that consideration be given to removing the existing City Hall structure in due course in order to properly integrate the proposed department store with existing retail facilities, and to permit the proposed Phase II of development (which is outlined below) to take place. If the existing structure were removed, we would suggest that while retail space should occupy the sidewalk level on Barrington Street, the Grand Parade itself should be extended northwards to Duke Street.
  - b. Conversion of Barrington Street to pedestrian mall from Duke Street to Sackville Street.
  - c. Enlargement of the parking facilities at George and Grafton Street.



The addition of a 150,000 square foot department store to the existing retail content of the CBD, supported by adequate parking facilities, should create sufficient impetus for overall revitalization of existing CBD retail facilities while substantially maintaining the historical retail function of Barrington Street.

Rather than creating 600,000 square feet of new retail space on the Central Redevelopment Area, the proposed alternative is intended to use all of the existing CBD retail facilities together with the proposed department store in order to improve the overall impact of CBD retail facilities on the metropolitan area. It would be anticipated that, as the retail opportunity increased in the CBD, noncompetitive and nonretail uses which are presently scattered along Barrington Street would be replaced by competitive retail facilities.

It is reasonable to assume that development of a full-line department store within the Halifax CBD would increase the additional retail comparison goods space requirements of the CBD beyond the levels which our Phase I report suggested were attainable without the creation of any dramatic retail development. Without analyzing at this stage the probable increase in total retail opportunity in the CBD which would be available as a result of implementation of the alternative development concept described herein:

1. vertical expansion of the department store,
2. the merchandising of space on the second level of the east side of Barrington Street between Duke and George Streets (by roofing over Barrington Street in this area at the Grand Parade level), and
3. conversion of existing nonretail or noncompetitive space on Barrington Street to competitive retail facilities

would provide substantial opportunity for gradually increasing the retail content of the CBD as the market warrants without significant limitations to the total amount of additional retail space which could be accommodated within the boundary of existing retail development.

In accordance with the concept expressed above, Phase II of the alternative development proposal would include the following elements:

1. Vertical expansion of the department store.
2. Development of an enclosed, air conditioned mall on Barrington Street between Duke Street and George Street with the opportunity of creating additional retail space on the second level of the buildings on the east side of Barrington Street.





3. Construction of an additional parking structure convenient to Sackville Street traffic (for example, in the blocks bounded by Blower's, Argyle, Sackville, and Market Streets).
4. Subject to the general qualification that reasonably balanced parking facilities should be provided at each end of the retail portion of Barrington Street, the opportunity will be available for vertical expansion of the parking structure constructed under Phase I on the land adjoining the proposed department store.

Inevitably, the key to any dramatic retail development within the CBD will be the ability to secure a department store tenant. It was suggested in our Phase I report that it was unrealistic to anticipate attracting a freestanding department store to locate in the Halifax CBD. While we have not approached potential department store tenants, we believe that the alternative development which we have proposed is a sufficient departure from the "freestanding" concept that a substantial opportunity would be made available to a full-line department store locating in the CBD.

It has been our experience that, as a general rule of thumb, a department store operating at reasonable per-square-foot sales levels can normally support a land value up to a maximum of \$5.00 per square foot of store area. The assessed values of the blocks bounded by Duke, Argyle, Granville, and Buckingham Streets (which appear to be a reasonable indication of probable acquisition costs) suggest a land cost for these blocks in the neighbourhood of \$1,100,000. If the department store were to occupy a ground area of approximately 75,000 square feet, it would appear that the City of Halifax would be able to recover a major portion of its acquisition costs for these blocks while offering the land at a value which would be sufficiently attractive to a department store or developer.

To the extent that the suggested treatment of the area under the Grand Parade is critical to the success of any attempted integration of new with existing retail space within the CBD, the opportunity is available to the City of Halifax to add the land under the Grand Parade to the land presently included within the Central Redevelopment Area for development as an integrated and interrelated whole. At the same time, the property owners on the east side of Barrington Street between Duke and George Streets should be encouraged to join with the developer in redevelopment of this block, in order to create adequate facilities for competitive retail space at street level, and to provide for the roofing over of Barrington Street between Duke and George Streets in due course.



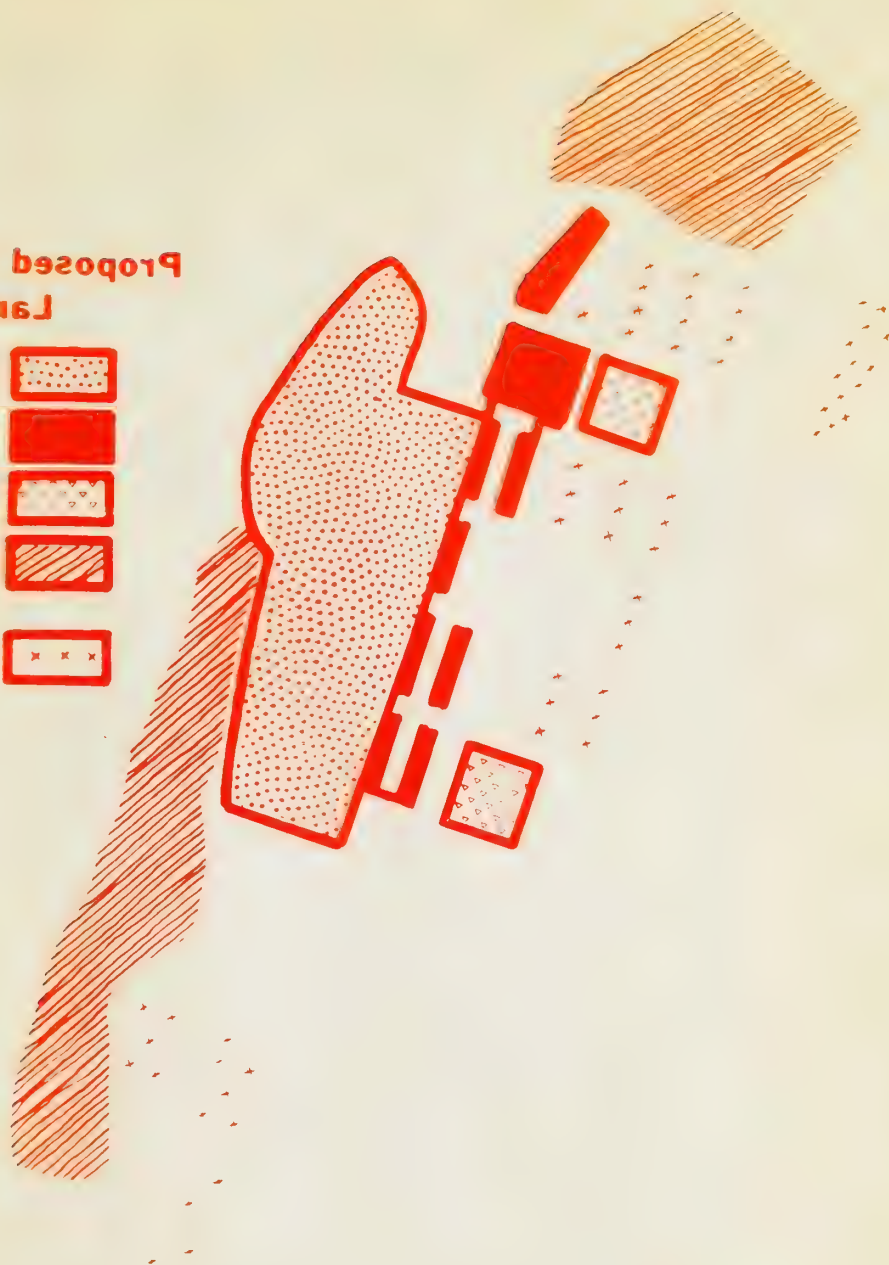


# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT



**Proposed Predominant  
Land Uses**

Office	
Retail	
Parking	
Industry, warehouse & wholesale	
Residential	



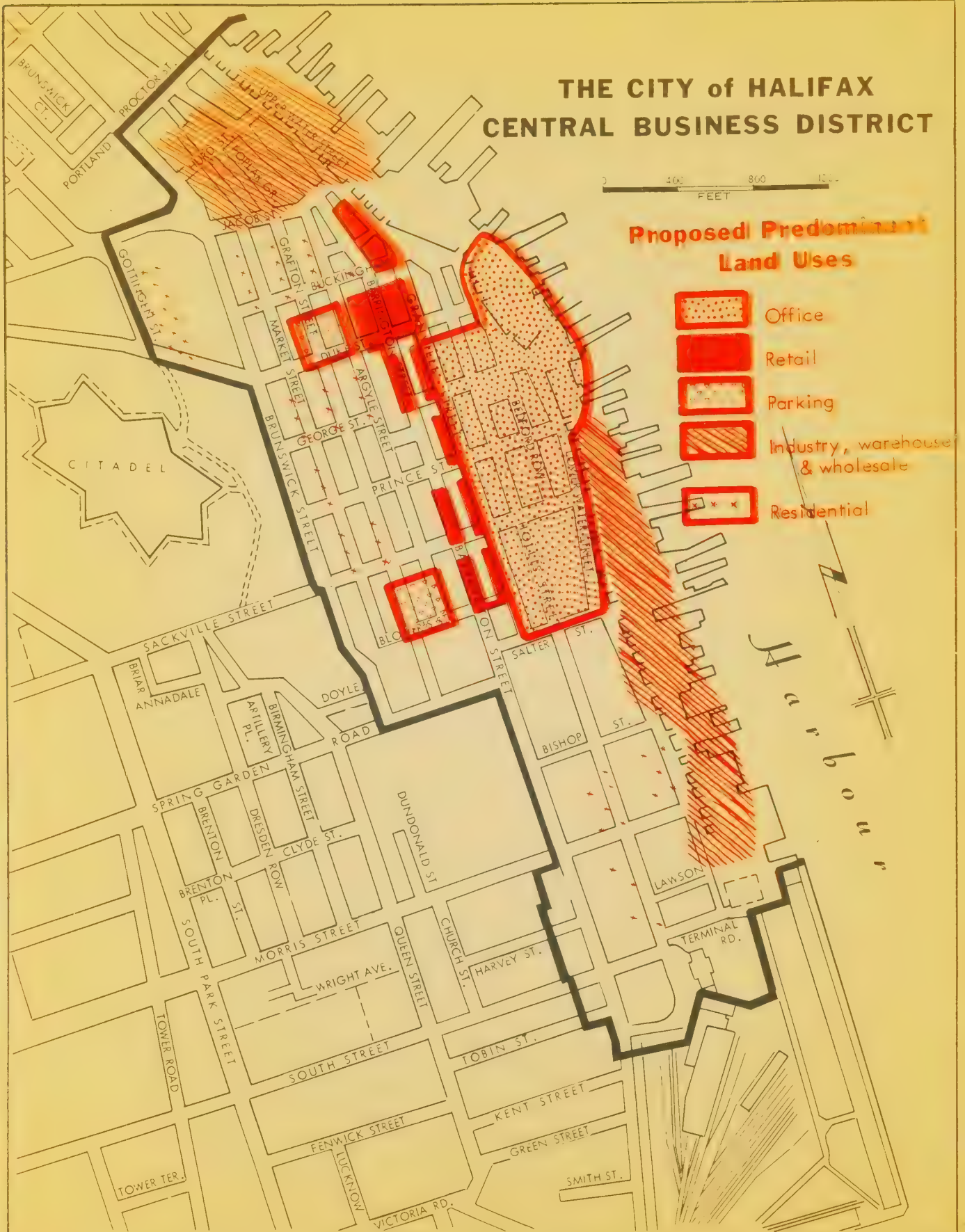


# THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT

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## Proposed Predominant Land Uses

-  Office
-  Retail
-  Parking
-  Industry, warehouse & wholesale
-  Residential



The map on the opposite page illustrates the land-use patterns which might be expected to develop within the Halifax CBD under the alternative development concept which has been proposed. While industrial, wholesale, and warehouse uses are concentrated north of Jacob Street and south of the core of the CBD adjacent to the waterfront, office uses are maintained in the area east of Barrington Street. In keeping with the Draft Master Plan, it is anticipated that residential uses will predominate in the area between Argyle Street and Brunswick Street, and that these uses will be separated from the office area by retail facilities located on the east and west sides of Barrington Street between Blower's Street and Buckingham Street.

In summation, it is our opinion that the alternative concept which we have suggested would create a development within the Halifax CBD with sufficient impact to provide the catalyst for overall redevelopment while blending with the scale of the present CBD, and preserving and enhancing its charm. Under the circumstances, and having regard to the extent to which a commitment to a particular form of development on the Central Redevelopment Area constitutes the point of no return for the program of overall CBD redevelopment, we would urge the City of Halifax to re-examine and redefine its objectives for the CBD, and then to reconsider the form of development proposed, in the light of these objectives.



## APPENDICES



APPENDIX A

SUMMARY OF CUMULATIVE ADDITIONAL LAND-USE DEMAND  
1966-1986 IN MAJOR LAND-USE CATEGORIES FOR THE CBD  
AND THE BALANCE OF THE METROPOLITAN AREA\*

	<u>1966</u>	<u>1971</u>	<u>1976</u>	<u>1981</u>	<u>1986</u>
<u>Apartment Units</u>					
CBD	1,271	2,173	3,050	4,289	5,445
Metropolitan Area	2,699	5,403	8,035	11,755	15,221
<u>Comparison Retail Space</u> (Sq.Ft.)**					
CBD	26,000	82,000	153,000	238,000	335,000
Metropolitan Area	102,000	329,000	614,000	951,000	1,339,000
<u>Total Retail Space (Sq.Ft.)**</u>					
CBD	69,000	170,000	294,000	443,000	613,000
Metropolitan Area	446,000	1,047,000	2,775,000	2,642,000	3,637,000
<u>Office Space (Sq.Ft.)**</u>					
CBD	192,000	504,000	977,000	1,429,000	2,078,000
Metropolitan Area	60,000	138,000	258,000	370,000	530,000
<u>Transient Housing (Rooms)</u>					
CBD	143	334	528	733	937
Metropolitan Area	63	111	227	395	624

SOURCE: Phase I Report - Economic Analysis for Redevelopment Planning.

\* Projections for the metropolitan area exclude CBD space requirements.

\*\* Numbers rounded.

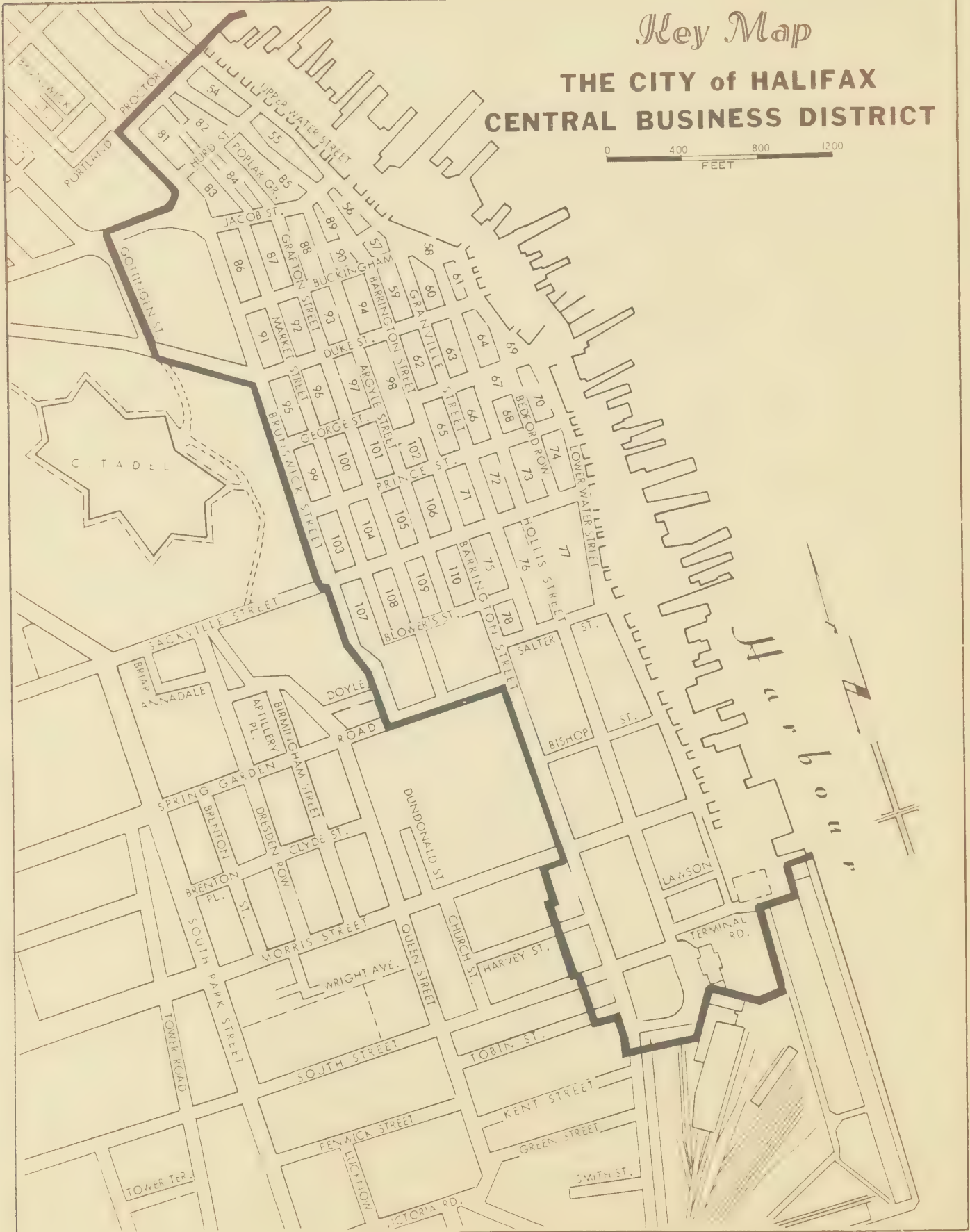






# Key Map

## THE CITY of HALIFAX CENTRAL BUSINESS DISTRICT



## APPENDIX B

### SUMMARY OF LAND USES-CBD CORE

#### Central Redevelopment Area

Blocks 56-58, 81-90, 92, and 93 are all cleared and awaiting development at the present time.

Block 91 contains the police building and the fruit and vegetable market with limited ground level parking. This building, with a total ground area of 39,000 square feet, is in good condition. The assessed value of the block has increased substantially since 1957.

Blocks 94 and 59 are bounded by Duke, Argyle, Granville and Buckingham Streets, and contain the land in which it is proposed in the alternative development concept that a department store be constructed. With the exception of the renovated building at the corner of Barrington and Duke Streets, and the building of historic significance which is occupied by Halcraft Printing Ltd. at 95 Argyle Street (which together cover approximately 8% of the ground area of the blocks), the buildings are generally in only fair condition. The retail space (approximately 14,000 square feet) is predominantly low quality. The major land use in the blocks is wholesaling. It should be noted that some 11,000 square feet on the second level is devoted to residential uses. A significant drop has occurred in assessed values in both blocks since 1957.

Blocks 60 and 61, which are bounded by Granville, Duke, Buckingham and Lower Water Streets, are predominantly devoted to warehouse and wholesale uses. This land, which is part of the additional land within the Central Redevelopment Area, was included under the Cornwallis Centre scheme in order to bridge the gap between the Central Redevelopment Area and the Waterfront Redevelopment Area. The building of major historical significance which would be affected by redevelopment is the old Morse' Tea House at the north end of Block 61. The condition of the buildings in these blocks is generally fair and some rehabilitation has taken place in the past twelve months. In this connection, it is interesting to note that the gutted building at the southerly end of Block 60, which remained undeveloped for some years, has been reconstructed during the past year and is again in use.



### Citadel Redevelopment Area

The predominant land user in this area is Moirs Ltd. which occupies all of Block 97, together with additional space in adjoining blocks. Excluding the main Moirs Ltd. plant which occupies Block 97, almost 50% of the used land is devoted to industrial uses. Only Block 103 which contains the School Boards and Public Welfare facilities and Block 100 which is the downtown parking lot are entirely free of industrial uses. The approximately 38,000 square feet of residential space in this area is concentrated on the Brunswick Street frontage and is generally of low quality.

While Moirs Ltd. represents the major industry user in the area, the largest amount of industrial space in total is occupied by a wide variety of automotive uses, from the Scotia Garage in Block 99 to small automobile tune-up and paint and body shops. With the exception of Moirs Ltd., the overall impression of the area is of fair-to-poor-quality buildings interspersed by a considerable amount of vacant land (approximately 40% of the total area) which is used for parking. Assessed values throughout this area are substantially below 1957 levels.

### Balance of the Area West of Argyle Street

This area which lies to the south of the Citadel Redevelopment Area generally shows a similar distribution of land uses. Industrial uses in Block 107 (Citadel Motors) and Block 105 (The Halifax Chronicle Herald Building) dominate the area. Approximately 40% of the existing space is devoted to industrial uses. The land between Blower's Street and Spring Garden Road is occupied exclusively by institutional uses with the exception of the restaurant, fur store and camera shop fronting on Blower's Street opposite Argyle Street. In the area between Blower's and Sackville Streets, Citadel Motors occupies all of Block 107 and some additional space in Block 108. Block 108, which is largely devoted to automotive uses, contains, in addition, approximately 12,500 square feet of residential space.

Block 109 contains a limited quantity of retail space with the Cleves Sporting Goods outlet being of primary significance. The Knowlton Supply Co. Ltd. occupies warehouse facilities in the middle of the block. With the exception of Citadel Motors, The Chronicle Herald Building, and the institutional uses, the condition of buildings throughout this area is generally poor to very poor and is reflected in low assessed values.





### Area East of Barrington Street

This area, between Duke Street and Salter Street, contains the major concentration of office space in the Halifax metropolitan area. The focal point of the area is the Provincial Legislature in Block 66, surrounded by Provincial office buildings and the major financial institutions which occupy land in the adjoining blocks. Major new office construction has occurred in Blocks 72 and 74 adjoining Sackville Street and in Block 77 in which is located the major Federal Government office building and the building of the Industrial Development Bank.

Block 73 and that portion of Block 76 excluding the parking garage which adjoins Sackville Street are perhaps the least intensively used and the least satisfactory from a building condition standpoint at the present time.

Approximately 60,000 square feet in this area is either vacant or used for ground-level parking; in addition, with the exception of the major office buildings, vertical development has been generally limited to three or four stories. It would appear that, as a result of more intensive land use, the area has the capacity to accommodate almost all of the additional office space which has been projected for the Halifax CBD.

### Barrington Street

The blocks on the east and west sides of Barrington Street between Duke Street and Blower's and Salter Streets contain the bulk of the CBD retail content at ground level fronting on Barrington Street. Without question, the strongest retail block on Barrington Street is the block between Prince Street and Sackville Street which contains Zives, Hudson's, D'Allairs, Colwell's and Wood's together with variety store and other specialty store space. North of the Prince Street intersection, the retail content is limited to the east side of Barrington Street; and while it retains quality and some vitality as far as the Birks store, both quality and vitality fall off fairly rapidly as one proceeds northward beyond this point. To the south of Sackville Street the effective retail facilities are generally limited to one block (between Sackville Street and Blower's Street) and while the level of merchandising is generally maintained, the block suffers because of the deadening effect of the vacant theatre, the City Club and the Naval Fire Fighters Club, which are located in the middle of the block on the west side of Barrington Street.



While some retail facilities in the blocks in question front on Granville Street to the east, and on Argyle Street to the west, the total quantity of effective retail space located off Barrington Street is relatively insignificant.

Above the retail space, a substantial quantity of office space is in use, particularly in the block between Sackville Street and Prince Street. The Canada Permanent building on the west side of Barrington Street and the government offices which are located on the east side in the old Eaton's building, together with the general office space in the Roy building, make up the bulk of this space.

The buildings are generally in fair-to-good condition with the exception of the northern half of Block 62 (immediately across from the City Hall).

With the exception of Block 106, which contains the new Canada Permanent Building, average assessed values have been reduced along Barrington Street since 1957.







COMPARISON OF ASSESSMENTS 1957-1965  
FOR SELECTED BLOCKS OF HALIFAX CBD

<u>Block No.</u>	<u>Area Sq.Ft. 1957 (000's)</u>	<u>Area Sq.Ft. 1965 (000's)</u>	<u>Block Value \$/Sq.Ft. 1957</u>	<u>Block Value \$/Sq.Ft. 1965</u>	<u>% Increase or Decrease</u>
54	43	42	3.7	2.7	- 27.0
55	46	46	5.6	9.9	+ 76.8
56*	( 41	25	( 10.8	( 7.6	( - 29.6
57	(	15	(	(	(
58*	2	3	22.4	2.0	- 91.1
59*	39	39	18.6	14.6	- 21.5
60*	33	35	18.5	13.5	- 27.0
61	17	17	16.5	10.5	- 36.4
62	39	39	22.6	19.2	- 15.0
63*	39	39	40.1	34.4	- 14.2
64	40	39	21.1	15.8	- 25.1
65*	40	37	52.0	48.0	- 7.7
66*	40	40	18.5	18.4	- .8
67*	8	8	60.9	33.3	- 45.3
68*	25	25	114.8	103.7	- 9.7
69*	( 35	( 35	( 73.8	( 61.8	( - 16.2
70*	(	(	(	(	(
71*	39	40	75.3	53.4	- 29.1
72*	40	40	22.8	20.5	- 10.1
73	40	41	18.2	13.0	- 28.6
74	42	37	9.6	26.3	+153.1
75*	39	40	43.8	32.0	- 26.9
76	69	74	10.8	12.5	+ 15.7
77	124	122	5.5	26.3	+338.2
78	23	23	46.2	36.1	- 21.9
81	(101	(	( 3.3	(	( - 36.4
82	(	(	(	(	(
83	43	(278	5.3	( 2.1	- 60.4
84	27	(	3.8	(	- 44.7
85	56	(	5.8	(	- 63.8
86	50	50	3.3	1.1	- 66.7
87	52	49	3.6	1.0	- 72.2
88	44	42	5.9	1.2	- 79.7
89	( 34	19	( 7.0	1.6	- 77.1
90*	(	14	(	3.2	- 54.3
91*	39	39	8.3	19.3	+132.5
92	41	41	4.9	1.3	- 73.5
93	41	48	6.4	1.2	- 81.3
94	47	46	13.6	10.0	- 26.5

SOURCE: 1957 data from Stephenson report. 1965 data as supplied by the City of Halifax Planning Department.

\* Blocks having no residential accommodation.

COMPARISON OF ASSESSMENTS 1957-1965  
FOR SELECTED BLOCKS OF HALIFAX CBD

Assessed Values (\$000's)					
Land 1957	Land 1965	Buildings 1957	Buildings 1965	Combined 1957	Combined 1965
\$ 73	\$ 40	\$ 85	\$ 75	\$ 158	\$ 115
92	52	166	409	258	461
( 107	33	( 324	( 154	( 436	( 187
( 7	36	(	(	(	(
221	6	46	--	53	6
141	152	506	421	727	573
68	103	469	377	610	480
358	51	217	130	285	181
227	274	524	475	882	749
175	187	1,347	1,158	1,574	1,345
613	138	559	477	734	615
258	531	1,430	1,239	2,043	1,770
63	258	483	473	741	731
138	40	431	233	494	273
( 168	117	2,758	2,487	2,896	2,604
( 89	(	( 2,432	( 2,103	( 2,600	( 2,192
787	689	2,181	1,457	2,968	2,146
235	202	678	624	913	826
175	123	559	413	734	536
122	76	281	888	403	964
670	536	1,039	752	1,709	1,288
281	210	469	718	750	928
251	174	433	3,045	684	3,219
260	270	624	569	1,084	839
( 100	(	( 236	(	( 336	(
( 70	( 484	159	( 97	229	( 581
32	(	70	(	102	(
99	(	231	(	330	(
81	55	82	--	163	55
76	50	108	--	184	50
86	51	174	--	260	51
( 100	30	( 136	--	( 236	30
( 46	46	(	--	(	46
87	55	236	688	323	743
73	54	130		203	54
94	57	169	--	263	57
206	131	425	334	631	465





COMPARISON OF ASSESSMENTS 1957-1965  
FOR SELECTED BLOCKS OF HALIFAX CBD

<u>Block No.</u>	Area Sq.Ft. <u>1957</u> (000's)	Area Sq.Ft. <u>1965</u> (000's)	Block Value \$/Sq.Ft. <u>1957</u>	Block Value \$/Sq.Ft. <u>1965</u>	% Increase or <u>Decrease</u>
95	40	40	8.2	6.3	- 23.2
96*	39	39	8.5	6.4	- 24.7
97*	41	41	29.1	14.7	- 49.4
98*	68	63	12.7	11.5	- 9.4
99	40	39	6.8	4.9	- 27.9
100*	40	39	2.4	1.3	- 45.8
101	35	46	16.9	2.8	- 83.4
102*	22	22	18.1	15.2	- 16.0
103	44	43	10.2	5.4	- 47.1
104	40	40	5.7	5.7	00.0
105*	39	38	24.6	26.2	+ 6.5
106*	47	45	35.9	40.7	+ 13.4
107*	53	135	6.4	23.0	+243.8
108	40	41	5.7	4.9	- 14.0
109	39	39	10.9	8.5	- 22.0
110	46		25.8		

SOURCE: 1957 data from Stephenson report - 1965 data as supplied by the  
City of Halifax Planning Department.

\* Blocks having no residential accommodation.

COMPARISON OF ASSESSMENTS 1957-1965  
FOR SELECTED BLOCKS OF HALIFAX CBD

Assessed Values (\$000's)					
<u>Land</u> <u>1957</u>	<u>Land</u> <u>1965</u>	<u>Buildings</u> <u>1957</u>	<u>Buildings</u> <u>1965</u>	<u>Combined</u> <u>1957</u>	<u>Combined</u> <u>1965</u>
\$ 87	\$ 62	\$ 236	\$ 193	\$ 323	\$ 255
85	63	249	187	334	250
102	102	1,092	498	1,194	600
400	329	462	402	862	731
94	65	181	129	275	194
83	51	12	--	95	51
141	99	451	30	592	129
266	201	133	133	399	334
105	74	346	159	451	232
110	69	121	162	231	231
179	144	791	841	970	985
676	472	999	1,378	1,675	1,850
96	1,020	242	264	338	1,284
115	89	113	112	228	201
164	127	257	205	421	332
608		589		1,197	





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